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ABSTRACT

This anthology of opinions about the roles and
functions of public and school libraries covers the following topics:
(1) The School-Housed Public Library--An Evaluation; (2) School and
Public Library Relationships; (3) The Case for Independent School
Libraries; (4) Report on Killarney Branch Library (Vancouver); (5)
Report on the Flint Public Library (Michigan); (6) Combination School
and Public Libraries in Pennsylvania; (7) The School Board that
Served Public Library: Kansas City's Metropolitan Problems; (8)
Public and School Library: Organizational Relationships: A Policy
Statement (Wisconsin Dept. of Public Instruction); (9) Public versus
School Libraries: Questions and Opinions; and (10) Public Libraries
Under Educational Authorities in the United Kingdom and the State of
Michigan. (SG)

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The School-housed Public Library -- an evaluation

Ma Reddy

Miss Reddy is the assistant director of the South Central Regional Library system at Hamilton.

The idea of having a school-housed public library is not a new one. In the United States the practice grew out of several different circumstances. Volunteer groups with limited funds looked for rent free premises for a public library and sometimes found that the school would make this provision in return for service. Or a public library, anxious to promote the reading habit, offered classroom collections to the school, which later grew into a central library. Occasionally in a new community the school had the only suitable quarters for a library. In Canada, public libraries for many years provided library books and service to schools when school libraries were non-existent. This free library service undoubtedly supplemented classroom work but it had two disastrous results. The development of school libraries was delayed and public library book collections and service still reflect the drain on funds used for service to schools.

In the past couple of years the combination library has been a recurring theme in discussions with municipal councils who see it as a plausible way to save the taxpayer money. As soon as one library board convinces local authorities that a school-housed public library is not economical, convenient or conducive to good library service for the community as a whole, another town council makes the same proposal and a repetition of the arguments for and against the practice occurs.

Although the school library and public library are educational institutions, one has only to compare the aims and objectives of each to realize that they must exist independently.

Standards of Library Service For Canadian Schools -- issued by the Canadian School Library Association, 1967, state: "The unique role of the school library ... is to serve the instructional needs of a limited clientele -- students and teachers."

Thus the school library exists to serve a special segment of the population. Its responsibility is to provide on-the-spot service for all school needs. This concept of the school library affects all aspects of the service -- facilities, personnel, book collections programs.

Attendance at school is mandatory so there is no need to attract users. The student must use the school library to help him in the learning process. For reasons of safety and commerce the school is located away from busy traffic arteries and is surrounded by large playground areas. Space allocated for the library is seldom larger than that of the average classroom and is frequently used as such. To accommodate the students it is necessary to have maximum seating capacity so the floor space is taken up with tables, chairs and equipment. The teacher-librarian is concerned with the students' needs in relation to the curriculum as well as his individual reading interests. The book collections reflect the priority of the school curriculum and duplication of materials will depend on the size of the school enrolment.

"The library programme is the directed use of library space, staff and equipment and materials to meet the needs of the curriculum and provide for the special and individual requirements of the school." Today, greater emphasis is placed on the library as a resource centre where the student learns the necessary skills to locate diverse information from a multi-media collection. R. D. Leigh, in his book The Public Library in the United States says that it is the function of a public library to:

1. serve the community as a general centre of reliable information.
2. provide encouragement and opportunity for children, young people, men and women to educate themselves continuously.
3. promote, through guidance and stimulation an enlightened citizenship and enriched personal lives.

Thus, it is the responsibility of the public library to serve the whole community, not only as a centre for recreational reading but also as a centre for adult education. Because of the voluntary and informal nature of public library use, the building itself must be visible and accessible to the user. Therefore the public library is located in the densest population area, easily approachable on foot, roller skates, wheelchair, automobile, helicopter or public transport to serve the informational, cultural, recreational and research needs and interests of all citizens. The book collections must be broad in scope, covering a wide range of subjects as well as providing material in depth for the specialist or informed layman. The public library staff is concerned with the individual and his needs. In reality, the public library is two people, the librarian and the user. Only in the public library can the individual pursue his own interests or inclinations at the pace he chooses, to browse, to study, to enjoy.

To establish a public library in a school environment is to do a disservice to the school, the community and the library staffs. Because of its location in the school, the staff, book collections and service will be oriented to the school curriculum. At best, service to the general public will be marginal.

In any combined operation administration problems arise at once. The school librarian, by virtue of her training and experience, is familiar with school problems, teaching aids and materials. The public librarian is conversant with public library administration and service and does not have the specialized training of the school librarian.

If the library is open to the public during school hours adults are inhibited from browsing and selecting books by the preponderance of students, corridor noise, crowding of furniture and a general sense of confusion. If the public must wait until after classes, service is denied or limited for those persons who can only come to the library during the day. If class visits are scheduled for the library, this activity will take precedence over adult use. Similar visits cannot be arranged for students from other schools.

Even if problems of administration could be resolved, one insurmountable difficulty remains -- the book collection. Heavy demands by the student body will result in an excess of titles to supplement the school curriculum. Under such circumstances it is easy to forget that a public library should contain a good representation of books and auxiliary materials to meet community needs. A book collection selected for the

general reader is not adequate for specialized school service and little consideration can be given to the public when the primary purpose is related to school service.

In addition to these obvious disadvantages almost all the literature on the subject recognizes a psychological barrier on the part of adults to use a school library. Also, there is a reluctance for children from private or parochial schools to use a library in a public school. It has been suggested that school principals tend to regard the public librarian as a member of the school staff, subject to the rules and regulations imposed on teachers, and this often creates conflict. Investigations have led to the observation that adult books considered unsuitable for young people may be excluded from the collections.

On the basis of available information a combination library hinders the growth of a good school library and a good public library. The latter interferes with the school program and the existence of the school library deters the development of a public library program.

In the South Central Region there is one school-housed Public Library which has been in existence for many years. Located in a tiny attic room of the old public school, the library is accessible to the public 6 hours a week and then only by climbing a long, rickety flight of vertigo-inducing stairs. The County Library has recently restocked the shelves with up-to-date titles but adult use of the collections is inhibited by the poor location, limited facilities, book stock and service. Recognizing the total inadequacy of library service to the community, the local library board hopes to relocate this library in larger, rented premises in the village, so that County Library assistance can be utilized for the greater benefit of the citizens.

With the formation of regional library systems in Ontario, the necessity to consider school-housed public libraries has virtually disappeared. Any community, no matter how small, can improve or expand its library service through involvement in this larger unit. Services, such as interlibrary loan, reference, bibliographic information, as well as advisory service on book selection, procedures, administration are readily available from a resource centre. Local book collections can be supplemented with regularly scheduled loans of books of general or specialized interest. Contract for service from a nearby large library or a county system can also be arranged through the regional organization.

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School and Public Library Relationships

There are divergent points of view regarding the appropriate functions and aims of elementary and high school libraries vis-a-vis those of public libraries. The two views most often expressed are these:

Since school libraries take care of the student, no children's books or services are necessary in public libraries, and any expenditures for such purposes by the public library would be a waste of the taxpayers' money.

Since public libraries are supposed to serve the entire community, from the pre-school child to the retired person, and since public libraries are tax-supported agencies, it is appropriate and essential that they provide all the books and services needed by children and students as well as those needed by adults. Therefore, school libraries are completely unnecessary.

Whichever extreme position is held about school and public libraries, there is considerable fuzzy thinking --- and actual misunderstanding --- about what constitutes a "good" school library or a "good" public library and how the two types of libraries are interrelated. An understanding is essential to this report's major recommendations.

Do We Need Both School and Public Libraries?

It was often asked of the survey director why we seem to need both kinds of libraries in the same community. Here are some of the more recent reasons:

We need a centralized library in every school, to be used concurrently with the teaching programme, a collection of such diversity in subject content and grade level as to meet everyday needs in every subject of the curriculum. Children and students need books, audio-visual materials, magazines, newspapers, maps, and pamphlets --- to name only some of a school library's materials.

Public Libraries in British Columbia

We need a centralized library in every school to provide a basic core from which varied small collections can be selected by each teacher, throughout the year, for use within classrooms.

We need a large central school library in every school in which students can be taught, as in a living laboratory, the many necessary life-long skills required for the effective use of books and libraries. If, as we insist, we are teaching students how to learn and not just what to learn, then we must equip them to locate, evaluate, and use sources of information. This cannot be done in a school system which does not provide an adequate full-time centralized school library programme within the school's premises, full integrated with everyday teaching, and staffed by fully qualified school librarians, one for each five hundred students.

We need both school and public libraries which serve children and students. The public library provides for a further extension of resources in several important ways. Even the best of school libraries, whether serving elementary or secondary students, cannot provide all the materials in depth which are necessary in today's teaching programme. Nor is the school library designed to provide a collection which will satisfactorily stimulate and meet the insatiable curiosity of today's child. Nor can the school library meet the needs of the student during the evening hours, on the weekend and during the summer months when schools are closed. Nor can the school library meet the needs of the pre-school child, the school drop-out, and the student completing his education through correspondence and home study.

School and Public Library Co-operation

School and public libraries are not, therefore, in competition with each other. Both are needed, and they must co-operate fully. First, however, each must perform its own basic and unique function. The schools of the province must not be allowed to continue providing token library service through dependence upon their local public libraries. A box of books, exchanged two or three times a year, is no substitute for a properly staffed, organized and supported school library, nor is an occasional bookmobile stop adequate school library service for students. These are stop-gap measures at best and immediate plans should be instituted which would make it possible for each school district in the province to initiate, organize and maintain a properly integrated centralized school library programme.

When school libraries are organized and satisfactorily financed to meet the diverse needs of students and present-day curricula at all appropriate grade and reading levels, and when public libraries are organized and appropriately supported to meet the varied needs of their total community, regardless of the age or educational attainment of residents, and when the two agencies co-operate to facilitate and extend their individual resources and services, then, and only then, can communities even begin to meet their several library obligations and the varied needs of users.

There is surely no merit in a poor public library and a poor school library attempting to share or pool their already inadequate and over-worked resources. There is merit, however, in agreeing upon the important magazines to which each should subscribe and upon who will bind and keep the back issues needed for reference and research. There is merit in discussing areas of subject specialization so as to avoid unnecessary duplication in the purchase of the more expensive scientific, technical and reference materials. There is merit in discussing the availability of reading materials for the gifted child as well as the retarded reader. And there is considerable merit in discussing and mutually planning summer reading programmes through the public library. For what purpose is there in teaching children to read during eight or nine months of the school year, only to allow the skill to deteriorate during the summer months for lack of programme planning or lack of adequate and appropriate reading materials, whether for the grade school child or the high school student?

Each with its own important aims and emphases, school and public libraries are among the essential components of the educational, recreational and cultural fabric of the province. Both must be supported. It is not a question of either/or, as though libraries represented an uncalled-for luxury in our present day society. A significant and lasting investment in human resources, school and public library finance represents an expenditure so infinitesimal in proportion to total expenditures by local, district and senior governments that even a doubling or tripling of the amount would cause hardly a ripple when placed next to other expenditures.

Academic Excellence and Library Use

It is especially significant to note the positive relationship between library use and academic excellence as shown by two recent studies reported in the September 1963 issue of College and Research Libraries (p.369). In both of these, one of freshman students at Yale University, and the second from "Project Talent" covering one thousand high schools in the United States, findings showed a positive relation between academic performance and library "know-how" and use. The studies show that the students who do better in high school and advanced studies are those who have had access to and made consistent use of quality libraries, and those who have a good working knowledge of how to use the libraries. Students who have not had the opportunity or experience of library use are considerably handicapped throughout all their school years.

Certainly, then, any community which has not seen fit to provide both a good public library and a good school library is inadvertently, or deliberately, jeopardizing the academic performance of its children.

School Library Recommendations

If school authorities are to carry a fair-share burden of school library support, and if school and public libraries are to co-operate fully, it is the view of this writer that certain basic changes must take place immediately within the public school systems of the province. The recommendations which follow are far from original; they have been made repeatedly for several decades and by many different agencies and individuals: public librarians and school librarians; library experts in Canada and the United States; the Public Library commission and such organizations as the provincial Teacher-Librarians' Association, the British Columbia Library Association, and parent-teacher groups.

Leadership and guidance for school library development must be made available at the provincial level, within the Department of Education. It is a shocking commentary that for British Columbia's school-age population, some 350,000 children, there is not anywhere in the department even one fully qualified school librarian (with teacher and graduate library credentials), to provide the necessary guidance and leadership for this important aspect of the educational programme.

The responsibility for school library development has been added to those of the already overburdened Assistant Superintendent for Instruction. Therefore, while he may be interested in and concerned about

proper school library development, he cannot find the necessary time for this responsibility, nor can he delegate it to anyone else, for there is no one qualified. As a result, necessary basic guides, manuals and booklists are either badly out-of-date or non-existent.

School and Public Library Relationships

In certain instances, taxpayers' dollars are wasted on books inappropriately selected and organized because those responsible for local school libraries have not the required time, training, judgment, experience, or supervision, no matter how good their intent. Encouragement for school library development is casual and intermittent at best; and the leadership that comes from recognized constructive demonstration and experimentation is completely lacking in the province.

This surveyor recommends the immediate appointment, in the provincial Department of Education, of a full-time school library consultant, who is both a properly certified teacher and a fully qualified graduate librarian. Such a person should not be considered an "inspector". Rather he should be selected as a knowledgeable specialist whose services can be made available on request for consultation and guidance anywhere in the school systems of the province. This position should be supported by the addition of such staff and budget as will make it possible for the school library consultant to work effectively with all school districts and the unattached schools.

4) If, in addition, every school district appoints at least one qualified full-time school librarian to direct and co-ordinate efforts at the district level, and to work with the provincial school library consultant and his staff, then the province will have taken a giant step forward in helping to provide for a more adequate school library programme.

On the basis of reasonable school library standards, there is virtually no school district in the Province of British Columbia which cannot, as a unit, justify the need for at least one full-time school librarian. In the case of unattached schools and school districts with enrollments below approximately two hundred students, it is recommended that they contract for school library services with a neighbouring school district. This would insure the best possible utilization of school library entitlement funds and would provide the advantages which come from professional guidance and organization.

5) School library development demands demonstration and experimentation to help devise the different patterns of organization and service which would best serve local student needs. If two three-to-five-year experiments could be devised, one for rural districts and another for more populous urban districts, the proper leadership and encouragement for improved school libraries on a province-wide basis could be advanced. There are several agencies which could easily and effectively co-operate on such demonstrations. These include the Department of Education, through demonstration grants and the services of the school library consultant; The University of British Columbia's School of Librarianship Faculty of Education, and Department of University Extension; the

British Columbia Teachers' Federation through its Teacher-Librarians' Association; the British Columbia Library Association; and such school districts as have already shown an interest in school library development. It is not^{at} all unlikely that financial support could be found if a representative group were to prepare a proposal for such a school library demonstration project.

4) A final recommendation relates to the encouragement of continued co-operation between the Department of Education and the Public Library Commission, and at the local level between school and public librarians. Their combined and co-ordinated efforts are essential if their goals are to be reached in the shortest possible time, with maximum effectiveness.

The Need For Action

The time is past for another resolution to be prepared, endorsed and passed by various interested community or professional groups. If the necessary leadership and financial assistance are not forthcoming from the Department of Education, then appropriate and responsible direction must come from others who are willing and eager to act.

For those who say a proper programme of school library services would cost money, more perhaps than the school districts and the province can afford, it should be pointed out that British Columbia is already spending over four hundred dollars per pupil annually. For a programme that can potentially reach and constructively affect every single child, an annual average school library expenditure of five dollars per pupil can hardly either seem extravagant or ill advised. A student's progress in school depends more on his ability and skill at reading and the comprehension of what he reads than on any other single factor. Surely adequate school library development should not be a matter of local option or interest. It deserves the wholehearted support, financial and professional, of the provincial government and the school districts. We can no longer afford to handicap the children and students of the province.

The Case for Independent School Libraries

Hannis S. Smith

Mr. Smith is Director of Libraries for the State of Minnesota. This article is reprinted with his permission from The American School Board Journal

educators never question the importance of library service to the teaching program and to the intellectual growth of pupils. But for many years there has been and continues to be in some people's minds, a question concerning how much services should be organized and operated. This question has historical roots important for general understanding of present situations.

A great many years ago, when secondary school libraries were just beginning to be developed and elementary school libraries were virtually nonexistent, some public libraries established branches in public school buildings, and in some school communities the school library became the public library also, or vice versa. Recent developments, exemplified by the action of the Minneapolis Public Library Board in early 1959, but common to many other communities, have resulted in the separation of school and public library services. It is very important that school board members understand the reasons behind these changes.

When the Minneapolis Public Library Board made its announcement that it could no longer operate some 20 sub-branches in various elementary schools of the city, much public misunderstanding arose based on the erroneous belief that libraries were to be closed. What the library proposed was to turn these over to the Minneapolis School Board for operation as school libraries, including an offer to turn over to the school libraries all of the appropriate school library books in the sub-branches to the tune of some 350,000 volumes.

The question was hotly discussed in the press and on radio and TV broadcasts. ... An informal conference of people interested in and responsible for library development in Minnesota came to the conclusion that an informed, calm statement of the principles and problems involved was necessary and advisable ...

Principles for Board Members

Since the statement bears considerably on principles of interest to school board members who may now have, or who may be contemplating having, a dual responsibility or relationship, with the public library, they are worth repeating:

1. It is never desirable to set up a service in such a way that personnel must attempt to serve two masters.

Combined school-public libraries are necessarily responsible to both the school and to the general public, to the school authorities and to the public library authorities. This kind of arrangement may have seemed to work --- temporarily at least, but in time it fails to work effectively. This is always to the detriment of one or the other functions, and most frequently to both. Administratively it results in either the school board having a sort of stepchild which it has neither the time nor the authority to govern well, or conversely in the public library governing a function which is the responsibility of the school board.

There are major differences between school library service and public library service.

The primary responsibility of the school library is to the educational program of the school, to the curriculum and the faculty. The entire responsibility of the public library is to the general public of all ages from the cradle to the grave. The school library, to be effective, must gear its program to the school's requirements, even though its patrons (students and faculty) may frequently use it for other purposes including recreational reading. On the other hand, the public library, while it serves children of school age, also must be prepared to serve the needs of a much larger group which includes pre-school youngsters as well as young, mature and older adults, most of not all of whom, are not only out of school, but have been for many years. Both libraries have their hands full working to fill the needs of their own clientele. Both services are weakened by trying to make one institution do both jobs.

The qualifications are different for school and public librarians.

While the minimum professional education of any librarian is five years of college, the preparation of school librarians differs materially from that of public librarians. Not only must the school librarian be qualified as a teacher as well as a librarian, which the public librarian is not, but the library courses taken by the two also differ. The future public librarian studies public library administration, operation and service, while the future school librarian studies the school library's problems and teaching materials. While much of the basic professional subject matter is the same the differences in their total preparation are large enough to be significant. Some of the best public librarians in our country are not qualified to be school librarians, and would be the first to say so. The converse is also true.

Experienced professional opinion regards combined school and public libraries as extremely unsatisfactory.

Joint Libraries Found Wanting

While the first three points are based on principles, the clinching argument is based on experience. Combined school-public libraries are not a new idea. They've been tried for a long time; and having been tried they have been found wanting. Even though the idea still sounds good to many people, the ugly fact is that it just doesn't work. All these years of experience were summed up by Dr. Lowell Martin, who until recently was Dean of the School of Library Service at Rutgers University, when he said:

"Then there was the ill-fated experiment in locating public library branches in schools. For a time it seemed that the gap between the two institutions would be closed, with the two libraries in the same building. Several factors led to disillusionment here, but the most important was the simple one that adults just would not come to the facilities in the school."

Dr. Martin left out the school side of the picture. From the school point of view, they had little enough space for a school library in the first place, and when the adults did come they interfered with the school library service. Nobody was happy.

Libraries Separated

As a result of this experience, many joint school-public library combinations have been discontinuedFortunately, such combined services are now found remaining in only a few places, and every year more and more of these combinations being dissolved. The libraries, of course, still co-operated in many ways and to mutual advantage for improvement of service.

Conclusion

After all, the only reason we have either kind of library is for the service it can give. The "ill-fated experiment" of combined school-public libraries failed basically for only one reason: neither library could do a good job of serving its proper public. One of our principles of library development in Minnesota is that we do not want good public library developments to hinder the growth of good school libraries, nor we want good school library developments to hinder the growth of good public libraries. School libraries and public libraries are important and necessary to our civilization, but to try to combine them results in the defeat of both.

Killarney Branch Library

March 11, 1970

The branch has been open exactly two years. Certain observations may be made from this co-operative service.

1. Work with pre-school age and elementary school age children appears to repeat an ordinary branch's experience, in that there is satisfactory use made of the library by the children of this age group.
2. The library is heavily used as a study hall in the evening by high school age children and by some Grade 6 and 7 students from nearby elementary schools. It is noteworthy that circulation is very light from about 7:30 onwards, although the library is often quite full.
3. Adult use of the library is unexpectedly slow during the evenings when student attendance is high.. This situation remains unchanged in spite of efforts made to convince the adult population that the library is for their use at all times.
4. The adult population of the area does make use of the library much more noticeably on Saturdays and during the summer months when student attendance is very low.
5. It appears that the library is used as a socializing center by a large number of high school age people for whom the nearby Community Centre offers little in the way of accommodation for the purpose of socializing.
6. The Killarney area may represent an unfortunate choice for the experiment, in that from time to time there has been a considerable degree of trouble with neighbourhood gangs, ranging in age from 15 to 22. Close co-operation has been received from the school officials, the Area Counsellor, the Youth Preventative Squad in keeping this situation under control. The library found commissioners to be ineffectual, five of them eventually refusing to accept the assignment. The library has employed an ex-school teacher who was most effective and presently employs an ex-Haney guard, now a student of Social Welfare, who is also proving to be thoroughly effective in maintaining a reasonable atmosphere.

Circulation Totals for Following Branches

	<u>1969</u>	<u>1968</u>
South Hill	302,988	314,247
Mt. Pleasant	186,051	191,937
Collingwood	212,611	231,570
Hastings	273,982	273,827
Mobile	137,264	144,091
Killarney	100,126	89,786 *

*Note: Killarney Library - no statistics for the months of January and February 1968

Flint Public Library

In Michigan public libraries are administered by Boards of Education. In Flint, the Director of Public Libraries is responsible to the Director of Education, and is a member of what is referred to as the Director of Education's Cabinet, a committee of senior officials.

The public library is a division of the Board of Education with its own budget, staff, etc, but there did^{not} appear to be any committee of the Board with any special responsibility for the public libraries.

The facilities of the public library system are a large central library (80,000 square feet), and a small (just over 8,000 square feet), downtown branch which was opened in 1968 and is for adults only. The other six branches are all located in community schools.

The Flint library does the purchasing, cataloguing and processing for the libraries of the Flint schools, and for the branches of the Genesee County library. Librarians from the schools meet with the public librarians for book reviewing and discussion of materials, but there is no evidence of co-ordinated selection. Attached is a statement from the Director of Public Libraries made last year concerning the present provision of public library service in the city.

The school located branches are all small. The two largest are each 2200 square feet in size. I visited one of these. The best that can be said of it is that it is well located in terms of public access and that every attempt is obviously being made to provide service under a frustrating situation. The total book stock - for both adults and boys and girls is under 12,000 volumes, and there is no room for any more. Since it was apparently constructed as a class room, one long wall has windows the full length of the room starting about 30 inches from the floor, effectively reducing available shelf space. There is no work space except what is behind the circulation desk and no office space at all. The whole available area is crowded with shelves and tables and chairs. To use it either for browsing or for serious study would be frustrating indeed and in fact the circulation is only about 1000 per week. I regret that I was unable to visit one of the smaller branches as well but perhaps they are best left to the imagination.

Flint is comparable in size with London, Ontario, but its branch library system cannot be compared with that of the Ontario city. In spite of the community school programme none of the school located branches is open before 2 p.m. and one is open only four days per week from 3:30 to 9:00 p.m., all are closed all day Saturday.

One is forced to conclude that this is the result of the public library system being operated by a Board of Education which obviously assigns a very low priority to community library needs. This is further demonstrated by the fact that 85% of the public library budget is spent on salaries. The staff are on the same salary schedule as Board of Education staff and also receive an additional increment of 1/6 to compensate for a longer working year. No one, certainly not myself, will complain about adequate remuneration for library personnel, but some thought needs to be given to budgeting for other requirements of the system.

in fact the brain system of the Flint Public Library is a strong and convincing argument for an independent public library board.

11/69

B. D. Hardie,
Chief Librarian.

Flint Public Library

More and more, as school libraries are being established and strengthened throughout the K-12 schools, the Board of Education is more inclined toward accepting our philosophy of a regionally based public library branch rather than a single community school based branch.

We still have 6 branches in school buildings. Only one has the semblance of a true branch in the quality and quantity of its services to the public of all ages. Two branches are used frankly as school libraries, staffed by IMC personnel during the total school day. Public hours start after the schools are closed. Three branches are modest operations, used mornings by the schools. All are in buildings which have Instructional Materials Centers also.

Some developments that are contributing to the acceptance of a changing policy are

The recently completed installation of Instructional Materials Centers (libraries) in all the elementary schools. All new elementary buildings feature space for the IMC's; older buildings are remodeled to provide such space.

Recognition of high unit operational costs; of increasing duplication of materials; and of differences in the goals of a school curriculum oriented program compared to a public library oriented program.

A demonstrable lack of use of school attached branches by the adult public, particularly noticeable in a disadvantaged area.

Establishment of a new Downtown Branch which is demonstrating what an independent facility, strategically located and strongly stocked and staffed can do as compared with its opposite in the schools.

The expansion of public library responsibility. Flint Public Library is now the headquarters for a library system (a co-operative) that at present includes the Genesee County Library and in the future is expected to expand to adjacent counties. Planning for library service is now taking place on a regional basis with consequent attention being given to large, strong branches serving a wide region that includes many neighborhoods, not just one school. This idea seems to be acceptable to a new committee consisting of Board and lay members which is now studying ways and means of accomplishing this goal.

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COMBINATION SCHOOL AND PUBLIC LIBRARIES
IN PENNSYLVANIA

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ARGUMENTS FOR AND AGAINST THE COMBINED
SCHOOL-PUBLIC LIBRARY

At first glance, the idea of a school library also serving as a public library is an appealing one. To many communities anxious to save needed tax dollars, the possibility of having one institution fulfill two separate and important functions appears to be an excellent way to "kill two birds with one stone". Those who contemplate such a move greatly overemphasize any possible economies, and, more seriously, often overlook the deficiencies in library service - both to the school and to the community - that usually result.

Much has been written on the subject of the combined school-public library, and part of this report consists of a selected annotated bibliography of writings on the subject. It is not the intention of this report to give a detailed analysis of all the pro's and con's relating to the combined school-public library. Rather, the main basic arguments on each side of the question will be given. A complete examination of the topic and the experience of many libraries throughout the country are given in the publication The School Housed Public Library, A Survey, edited by R.M. White, 62 pages, 1963, American Library Association.

Arguments in Favor of the
Combination Library

1. Economy. - This is the basic argument to justify the combined library. The combined library gives the taxpayer more for his money. Expensive reference books and other library materials can be used both by the public and by the students. Overhead expenses such as building, heating, lighting and janitorial services are reduced.
2. Convenience. - Most of the use of the public library is by children and students. The school library can be kept open evenings and Saturdays and this gives the public a chance to use the library and also makes the school library available more hours for the students.
3. Personnel. - In small communities the school and public library, by pooling their resources, can afford a professional librarian. Alone, neither could afford one.
4. Lack of support for a public library. - Some communities find there is little interest in supporting a public library. If the school library did not also serve as a public library there would be no public library service at all.

Arguments Against the Combination Library

1. Lack of success. - Many cities, small and large, in a variety of states have tried combination libraries and have given them up. The overwhelming preponderance of professional opinion as found in library literature is critical of the combination library.

2. Personnel. - Most often the combination libraries are staffed with one professional person, often with little or no clerical help. To meet the demands of the public and of the school program is too much for one person.

3. Location. - A good location for a school is seldom a good location for a public library.

4. Reduced hours for adults. - Adults are reluctant to use a library in a public school building during school hours. Saturday, evening, and summer hours in the combination libraries are often reduced, or nonexistent.

5. Censorship of adult materials. - There is often a self-imposed censorship of adult materials which are felt not suitable for housing in a school library.

6. Restricted use by children from other schools. - Parochial and private school children, public school children who attend schools other than that in which the library is housed and young adults not attending school are reluctant to use a public library in a school.

7. Interference with the school program. - A very common daytime patron in a public library is the young housewife who comes to the library with her small children.

8. Hinders growth of good school and public libraries. - The American public spends enormous sums of money on its educational system. Large amounts of money and time are expended teaching students to read. Good school libraries and good public libraries are a necessary and essential element of our formal and informal educational resources. The combination library restricts and hinders the growth and development of both good school libraries and good public libraries.

9. Training of the youth in the use of the public library. - We teach people to read and hopefully to think and trust that after school days are over, citizens will continue their education throughout life by making use of the resources of their local public library. One of the important learnings and attitudes we would like to inculcate

in the youth of our land is a continued use of the public library. Every student should have access to a good school library and every citizen, whether adult or student should have access to a good public library.

If a Combination Library had an Adequate
Budget, Could It Be Successful?

The advocates of a combination library usually point to the economy of the operation as one of its main positive features. Recently a report was issued - "Feasibility Study of the Combination of Public and High School Library Services in Levittown, New Jersey", prepared by Grinton I. Will, Library Consultant and Librarian of the Yonkers (New York) Public Library. This report recommends combining high school and public library services in one building with independent, cooperating Boards. Mr. Will concludes that the success of the venture will depend not on the physical plan, but rather on the "personal relations between the two Library Boards and Staffs and acceptance of the plan by the residents of the community". It would appear that such a partnership is fraught with great danger and that there is little possibility of a successful joint operation. Furthermore, and this is the most significant item, in order to have such a joint high school and public library operation, Mr. Will proposes the following budget increases.

	<u>1963 Appropriation</u>	<u>1964 Proposal</u>	<u>Increase</u>
Public Library . . .	\$28,500.00	\$111,987.50	\$83,487.50
School Library . . .	27,500.00	61,282.50	33,782.50
	<hr/>	<hr/>	<hr/>
Totals	\$56,000.00	\$173,270.00	\$117,270.00

Of course the library services provided by the new budgets would be a great improvement over present services in Levittown, but the important point here is that in order to have an effective joint library operation it is necessary to spend a considerable amount of money and then the question remains, why not have individual high school and public libraries operated by separate and autonomous boards. Throughout the country boards of education and public library boards have come to this understanding, for each type of library has a distinct and separate role to play.

Combination Libraries in the
State of Michigan

Historically, many public libraries in Michigan began under

school district jurisdiction. Today there are some thirty school-public libraries still operating in the state of Michigan. In 1955-56, Miss C. Irene Hayner, at that time a member of the faculty of the University of Michigan Library School and since retired, completed A Study of Michigan Public Libraries Administered by School Boards. Professor Hayner examined certain selected school district libraries in communities of various sizes (population 3,000 to 25,000) "to learn if possible what conditions or characteristics seem to be necessary to insure (1) effective public library service, (2) effective school library service under school district administration."

The Hayner report is not included in the bibliography found in the Appendix of this summary because the report was not published and the writer consulted a typescript copy from the Michigan State Library. However, it is of significance to the Pennsylvania combination library problem because Professor Hayner's observations coincide almost completely with those of the writer and they can be summarized succinctly thus. "The combination libraries in general are poor school libraries and also poor public libraries".

The number of combination libraries in Michigan had been decreasing until 1964 when a statute was passed designating penal fines for use by Public Libraries and excluding school libraries. As a result a number of school districts held referendums to determine whether the school district library should be operated as a public library. This added ten or more combined school-public libraries, making a total of some thirty such libraries in the State of Michigan. The Michigan State Library would like to reduce the number of such combination libraries, and in 1964 the Michigan State Board for Libraries issued a new series of Rules and Regulations for School-Public Library Combinations.

The most important features of the new Rules and Regulations as they relate to School-Public Combinations in Michigan are:

I. The Board of Education governing a combined school-public library shall submit a plan for recommendations for public library service to the total community. The plans must be submitted before July 1 of each year. Eligibility for state aid grants and penal fines shall be judged on a year to year basis on the progress made on this plan.

II. In formulating the above plan, the following guidelines shall be used.

1. The Board of Education shall appoint an Advisory Committee charged with the development of public library service.

2. The public librarian shall meet the educational requirements designated for the particular class of library as outlined in Minimum Standards for Public Libraries.
3. A public information program shall be planned to promote the use of the public library by the total community.
4. A sign shall be placed outside the building announcing the name of the public library and the hours per week it is open for use by the total community.
5. Libraries should be located conveniently for the total community, i.e., on the ground floor of a school building located near the center of the community.
6. The library quarters shall include separate areas for public library service and school library service. The public library area shall have space adequate to serve as a reading center for the total community. The public library area shall not be used as a classroom or study hall.
7. The total hours of opening for public library service must meet standards of access as set by the State Board for Libraries. These hours must include at least ten hours per week outside the school schedule.
8. Public library service must be maintained twelve months of the year.
9. The Board of Education shall provide tax funds for public library service. It shall be required to budget separately expenditures for the public library program and report these expenditures to the State Board for Libraries on or before November 15 of each year. All penal fines and state aid grants must be used for public library service.
10. The library must maintain a collection of materials suited to the needs of the community in addition to curriculum-oriented materials.
11. At least 15% of the total public library expenditures must be spent for the purchase of books for public library service.
12. Regular borrowing privileges must be free to all residents of the school district.
13. A long-range plan for the development of a separate community library facility meeting full standards must be formulated and filed with the State Board for Libraries within a year after the effective date of these regulations.

III. In school-public combinations the school library must meet all standards as set by the North Central Association of Colleges and Secondary Schools or the University of Michigan Bureau of School Services, Criteria for Accreditation.

These regulations relate only to combination school-public libraries and not those public libraries operated by school districts which have a separate location for public library service and school library service, examples of which are mainly in the larger school districts such as Battle Creek, Flint, and Kalamazoo.

Thus we find the State of Michigan, also unhappy with the combination libraries and making various efforts to discourage their growth and to have these communities set up separate facilities.

A STUDY OF PRESENT COMBINATION LIBRARIES IN PENNSYLVANIA

Of the approximately twenty-five combination libraries in Pennsylvania, twenty were visited in person. In some cases a more lengthy interview was held with the librarian and a careful examination was made of the bookstock and other library materials. Thus, while perhaps four or five of the combination libraries were not visited due to travel and schedule difficulties, most of the combination libraries were visited in person and a sufficient number of the total were examined so that the writer's impression is based upon a rather extensive knowledge of the combination libraries now existing in Pennsylvania. Also, other public libraries not of the combination variety were visited.

The libraries which the writer personally visited were Altoona, Boyertown, Braddock, Erie, Franklin County, Harmonsburg, Jersey Shore, Kane, Leechburg, Linesville, Millersburg, Montgomery Township Elementary School, Muhlenberg Community, North Wales, Perryopolis, Smethport, Spring Grove, Tyrone, Shenadoah and Royersford.

In addition to the personal visits, a four page mimeographed questionnaire was sent to each combination library. All but a few of the libraries returned the questionnaire, which was sent airmail with an airmail return envelope. In some cases, in lieu of information from the questionnaire, the annual report submitted to the state library was used as a source of information.

Some General Impressions

As might be expected, the general picture which these combination libraries present is not one of strength. For the most part they are in the smaller communities, their existence is most often dictated by economic factors and therefore there is seldom any abundance of library materials (books, periodicals, pamphlets, etc.) of physical facilities or of staff. The visits of the writer confirmed the opinions

of other observers, that these combination libraries were best suited for school library service and that public library service was short-changed and was often a marginal enterprise.

Accessibility and Hours of Opening

From a public library point of view the location of the libraries was a poor one, frequently some distance from the business district of the community. Often, during evening hours, the school housed library was a rather lonely place without too much other activity than an occasional library user.

In many instances the population base for the library was insufficient to justify an extensive book collection, long hours of opening or more than one trained librarian for both school and library duties. (See Table 1 - Population Served,, Hours of Opening, Winter and Summer and Evenings Open Per Week.)

TABLE 1

COMBINATION SCHOOL AND PUBLIC LIBRARIES OF PENNSYLVANIA, LATEST FISCAL YEAR REPORTED

Library	Population Served	Hours of Opening Winter	Hours of Opening Summer	Evenings Open Per Week
Altoona	69,407	73	73	5
Bellwood-Antis	NA #	10	8	0
Boyertown	NA	40	2½	0
Braddock	33,119	63	57	0
Central City	5,804	6	6	0
East Lansdowne	NA	8½	7½	2
Erie	138,440	69	60	5
Franklin County	56,189	55	55	3
Harmonsborg	1,446	10	4	1
Jersey Shore	10,850	53½	29	4
Kane	9,887	46½	33½	4
Leechburg	7,000	60	20	5
Linesville	2,877	54	54	2
Millersburg	5,539	39	16	2
Muhlenberg	NA	Na	NA	NA
New Brighton	NA	55	15	5
North Wales	4,579	28½	21	2
Perryopolis	6,045	39	19	NA
Point Marion	2,941	37½	6	0
Smethport	6,694	44	18	1
Spring Grove	12,332	40	5	2 Summer only
Swissvale	NA	55	26½	5
Tyrone	12,851	56½	30	5

#NA - Not available.

Some of the combination libraries are not open in the evening at all, winter or summer. In many cases the hours of opening are severely curtailed during the summer months when school is not in session.

In almost every case the school library and the public library shared the same quarters, and in a few cases the library was used as a study hall. Some of the libraries had a separate entrance. In a week of visiting the combination libraries only twice did the writer find any adults using the library. In Tyrone, which has a beautiful new library building set in the middle of a U shaped series of classrooms of a senior high school building, the library can only be entered by going through the high school entrance.

Personnel

Outside of the two large city libraries, Altoona and Erie and Franklin County Library, none of the combination libraries visited or reporting had more than one professional librarian. The writer was impressed by the hard work and dedication of the librarians he visited with. Two or three librarians were favorable to the combination library idea, but the majority had strong opinions against the combination library. Here are some of the comments from the librarians:

Comment on school-public library situation. I found the comments in the booklet or brochure published several years ago (A.L.A.?) most true. Parking, feeling of imposition of adults on teenagers or vice-versa, no Saturday service, no provision for mothers and little ones, crowded space, untrained personnel for evening reference service, necessary lack of program and all adult books are not suitable... these are some of the arguments against school and public combined service. It is a makeshift arrangement useful only as a stopgap.

A favorable comment:

The joint arrangement public and school has been successful in this town for 39 years.

Another critical comment:

I would never recommend a combined public and school library be established and after many years of being librarian of one, I feel I know many of the problems. One group or the other is bound to suffer - in our case we are definitely slanted toward a school library... The public is also apathetic to any change; so far as they can see the library functions well enough without their support - financial or otherwise.

... Parents are horrified to find perfectly acceptable public library materials available to high school students and yet I cannot see either group subjected to a diet of innocuous books only... As for the librarian she is neither fish nor fowl but has all the duties and demands of each.

In almost all cases the training the major interest of the personnel was in school library service rather than in public library service. Many librarians expressed the belief that it was not possible to do justice to both the school and the general public and that serving the school library clientele took precedence over serving the public library clientele.

Book Stock and Other Library Materials

The most important factor influencing the nature of the book collection was the type of school housing the combination library. If it was in a high school the library would be mostly a high school library, if in an elementary school it would be mostly a juvenile collection with a small number of adult books.

Statistics relating to the nature of the book collection can be very misleading. All young adult and high school books are considered adult books and their circulation is considered adult circulation. Also, The books and circulation which are considered juvenile are often only the books for the lower grades. The librarian could, of course, make the distinction between an adult and a juvenile circulation based not on the book but on the age of the person using the library. Table 2 gives the total adult circulation and per capita adult circulation of the combination libraries. Table IV shows how small the total book collection is in many of the combination libraries, and Table V shows that the number of volumes per capita represented by the book collection can be very low, even in some of the larger libraries.

The major findings of the visits to the combination libraries revealed book collections sorely in need of weeding, often weak in basic books in the subject areas, dominated by the type of school clientele served - high school, junior high, elementary grades; and weakest in two significant areas - adult books and books for younger children.

In the questionnaire sent to each of the combination libraries in the state the libraries were asked to check holdings of twenty important and basic indexes and bibliographies. The combination libraries were also asked to check their holdings of ten professional books in the field of library science and management, both school and public and ten professional periodicals, both school and public. The bibliographic weakness of some of these libraries can be seen by consulting Table VI.

Because the combination libraries were always in a school building and most of the users were students, adult books on controversial issues were usually avoided. Some librarians openly stated that they avoided the difficulty presented by adult books on controversial subjects, or fiction of an explicit nature, by simply not purchasing these books. Thus, whatever adult books were provided had, in the main, to be suitable for high school students.

TABLE 2

COMBINATION SCHOOL AND PUBLIC LIBRARIES OF PENNSYLVANIA, LATEST FISCAL YEAR REPORTED. ARRANGED ACCORDING TO ADULT CIRCULATION PER CAPITA

Library	Population Served	Adult Circulation	Adult Circulation Per Capita
Point Marion	2,941	11,934	4.06
Leechburg (Approx.)	7,000	19,769	2.82
Perryopolis	6,045	13,222	2.19
Erie	138,440	299,850	2.17
Millersburg	5,539	9,800	1.77
Kane	9,887	16,868	1.71
Linesville	2,877	4,452	1.55
Altoona	69,407	77,565	1.12
Jersey Shore	10,850	11,462	1.06
North Wales	4,579	4,772	1.04
Harmonsburg	1,446	1,435	1.00
Braddock	33,119	24,332	0.73
Franklin County	56,189	28,190	0.50
Tyrone	12,851	2,856	0.22
Spring Grove	12,332	596	0.05
Central City	5,804	36	0.01

Full information was not available for the following libraries:

Bellwood Antis	
Boyertown	
East Lansdowne	
Muhlenberg	
New Brighton	
Smethport	6,964
Swissvale	

In regards to other library materials - pamphlets, records, films, government publications, periodicals, and newspapers, - these were either lacking altogether, in the case of records and films, or else the selection was mostly for the needs of the high school library, in the case of pamphlets, government publications, newspapers, and periodicals.

Finance

One of the major arguments given by the advocates of the combined library is the saving of money. The libraries visited, with perhaps only one or two exceptions, were not especially strong either as school libraries or as public libraries - or for that matter as combined libraries. In trying to do both jobs, the meager resources in money and personnel were spread quite thin. One librarian reported on the questionnaire:

For the school year 1965-66, the school system has budgeted approximately \$1,990 for the purchase of elementary books (K-9th grade) and approximately \$300 for supplies - for the. . . school-public library.

The total amount spent for books and magazines and the per capita expenditures for these items is shown in Table 3. None of the book budgets provide sufficient sums necessary to buy a representative number of the good children's and young adult books published, to say nothing of adding a sufficient number of adult books. The inadequate sums of money expended for library materials points up better than anything else the general inadequacy of most of these libraries. In some instances the entire book budget is spent for school type books and any purchase of adult books must come from gift or memorial money.

TABLE 3

COMBINATION SCHOOL AND PUBLIC LIBRARIES OF PENNSYLVANIA, LATEST FISCAL YEAR REPORTED. ARRANGED ACCORDING TO PER CAPITA EXPENDITURES FOR BOOKS AND PERIODICALS

Library	Population Served	Amount Spent for Books and Periodicals	Amount Spent Per Capita
Linesville	2,877	\$2,200	\$.765
Jervey Shore	10,850	6,512	.600
Leechburg	7,000	3,690	.527
Perryopolis	6,045	2,720	.450
Millersburg	5,539	2,417	.436
Harmonsborg	1,446	603	.417
Tyrone	12,851	5,350	.416
North Wales	4,579	1,752	.382

Kane	9,887	3,233	.327
Smethport	6,964	2,212	.318
Erie	138,440	41,575	.300
Altoona	69,407	20,564	.297
Franklin County	56,189	11,790	.210
Spring Grove	12,332	1,400	.114
Point Marion	2,941	155	.053
Braddock	33,119	1,137	.034
Central City	5,804	0	.000

Full information was not available for the following libraries:
Bellwood Antis, Boyertown, East Lansdowne, Muhlenberg, New Brighton,
Swissvale.

Service Programs

The survey of the existing combination libraries in Pennsylvania indicates that the librarian had little time to serve, other than in a custodial function, as a public librarian. There was no time for publicity or public relations. Time and money were lacking for telling the library story, for interesting citizens in the facilities, services and materials of the public library. Even the time honored and almost universally found children's story hour was lacking in the combination libraries.

TABLE 4

COMBINATION SCHOOL AND PUBLIC LIBRARIES OF PENNSYLVANIA, LATEST
FISCAL YEAR REPORTED. ARRANGED ACCORDING TO PERCENTAGE OF
ADULT BOOKS IN TOTAL BOOK COLLECTION

Library	Total Book Collection	Number of Adult Books	Percentage of Adult Books
Braddock	20,000	17,000	85.0
Point Marion	6,752	5,425	80.3
Millersburg	13,431	10,000	74.5
Altoona	47,438	35,136	74.1
Swissvale	14,412	9,868	68.5
Leechburg	15,000	10,000	66.7
Kane	17,069	11,373	65.6
Erie	259,849	170,407	65.5
Jersey Shore	13,384	8,231	61.5
North Wales	6,212	3,798	61.1
Perryopolis	7,488	4,493	60.0
Linesville	5,500	3,000	54.5
Smethport	24,460	13,010	53.2

Full information was not available for the following libraries:
Boyertown, Muhlenberg, New Brighton.

TABLE 5

COMBINATION SCHOOL AND PUBLIC LIBRARIES OF PENNSYLVANIA, LATEST FISCAL YEAR REPORTED. ARRANGED ACCORDING TO THE PER CAPITA SIZE OF THE TOTAL BOOK COLLECTION

Library	Population Served	Volumes in Book Collection	Number of Vol. Per Capita
Harmonsborg	1,446	6,000	4.15
Smethport	6,964	24,460	3.51
Millersburg	5,539	13,431	2.42
Point Marion	2,941	6,752	2.30
Leechburg	7,000	15,000	2.14
Linesville	2,877	5,500	1.91
Erie	138,440	259,849	1.88
Kane	9,887	17,069	1.73
North Wales	4,579	6,212	1.36
Jersey Shore	10,850	13,384	1.01
Perryopolis	6,045	7,488	1.24
Tyrone	12,851	13,000	1.01
Altoona	69,407	47,438	0.68
Braddock	33,119	20,000	0.60
Spring Grove	12,332	6,800	0.55
Franklin County	56,189	25,992	0.46
Central City	5,804	1,320	0.23

Full information was not available for the following libraries:
Bellwood Antis, Boyertown, East Lansdowne, Muhlenberg, New Brighton, Swissvale.

TABLE 6

COMBINATION SCHOOL AND PUBLIC LIBRARIES OF PENNSYLVANIA. ARRANGED ACCORDING TO THE TOTAL NUMBER OF TITLES HELD FROM CHECKLISTS OF TWENTY INDEXES, TEN PROFESSIONAL BOOKS AND TEN PROFESSIONAL PERIODICALS

Library	Indexes (20)	Books (10)	Periodicals (10)	Total
Erie	19	10	8	37
Altoona	15	10	8	33
Bellwood Antis	10	5	8	23
Jersey Shore	11	3	8	22
Linesville	12	3	6	21
Millersburg	8	6	3	17
Smethport	5	4	8	17
Kane	8	4	3	16
Tyrone	6	3	7	16
Franklin County	6	2	6	14

New Brighton	3	6	5	14
Boyertown	8	1	4	13
Leechburg	2	5	4	11
Braddock	3	4	3	10
North Wales	2	4	4	10
Spring Grove	5	3	2	10
Perryopolis	1	4	4	9
Swissvale	6	0	3	9
Point Marion	3	2	2	7
Central City	1	0	0	1
East Lansdowne	0	1	0	1
Harmonsburg	0	0	0	0

Full information was not available for the following library:
Muhlenburg

Summary

The writer's visits to twenty combination libraries, the results of the questionnaires received from twenty-two of these libraries, and the perusal of the annual reports of other combination libraries all confirm that the combination libraries result in inadequate and substandard public library service. And, further, many of these combination libraries, because their resources are so weak and so minimal actually result in poorer school libraries because what little money and time is available must be shared with both school and public library service. The survey of the existing combination libraries in Pennsylvania confirm the opinions of the critics of this type of library and coincide with the observations made by Professor Hayner in her 1956 survey of combination libraries in Michigan.

CONCLUSIONS AND RECOMMENDATIONS

What are some of the recent developments in library service in Pennsylvania which affect the situation of the combination libraries?

Increased Standards for School Libraries

In 1962, the Pennsylvania State Council of Education passed a resolution (No. 7-312) that states,

... school libraries which also serve as public libraries and which request state aid under The Library Code... shall meet the following standards for the school library portion of their program by September 1965 to qualify for aid after 1965:

- (a) A minimum of \$3.50 per pupil per year shall be spent for school library materials exclusive of textbooks and encyclopedias,
- (b) A full-time certified school librarian shall be employed for a ten-month period, and
- (c) A full-time clerk shall be available to the school librarian to free her for professional duties.

The purpose of this regulation was to dissuade school districts from establishing new combination libraries. It was reviewed and ratified by the new State Board of Education on November 12, 1964. The regulation has been successful in stopping the creation of new combination libraries.

The Pennsylvania State Board of Education on October 15, 1964, passed a regulation (7-404) relating to School Libraries which states: 7-404. School Libraries

Before January 1, 1968, each school district shall submit to the Department of Public Instruction a Comprehensive library plan which indicates the procedures the district will follow in meeting the following mandated standards pertaining to school libraries.

I. Effective September, 1973, each school district shall have a library book collection of no less than ten carefully selected titles per elementary and secondary pupil or a collection of 10,000 titles per school, whichever is smaller. Books borrowed from non-school libraries may not be counted in this total. Schools constructed after September, 1968, shall be given four years to comply with this regulation.

II. Effective September, 1967, each school district shall employ a full-time, certified elementary teacher or school librarian to provide leadership in the development of an effective elementary library program. Any individual appointed to this position must secure certification as an elementary school librarian before September, 1973.

III. Effective September, 1967, each secondary school shall employ a full-time, certified secondary school librarian.

Jointure, or the consolidation of school districts, is another factor which may affect combination libraries. The school district reorganizations created larger but fewer administrative units and this has an effect then of lessening the demand for and benefits of combination libraries. With consolidation there is less likelihood of the school authorities being interested in taking on the job of supplying public library service for a particular town, when this is not the responsibility for the school district as a whole.

Federal Aid to Education

The National Defense Education Act (NDEA), Title III, provides funds for instructional materials. The Pennsylvania Department of Public Instruction distributes these funds to the school districts for the purchase of print and non-print instructional materials which are earmarked for school and not public use. Title II of the (Federal) Elementary and Secondary Education Act provides funds for the states to distribute to the school districts for the purchase of library materials which will be made available to all students, public and non-public. Under this act, in the next five years, Pennsylvania schools will be able to purchase approximately \$50,000,000 worth of library materials. The affect of these aid programs for library materials are twofold as they relate to the combination libraries. First, the materials are not for public, but for school use, and thus they are an administrative problem in the combination libraries. Secondly, the schools will be so busy taking care of their own needs with these state and federal funds that they will have neither the time nor the inclination to concern themselves with public library service.

The increasing standards for school libraries (for complete standards see Appendix Item - School Library Standards), the consolidation of school districts and the large increase in federal and state funds for school library materials - all serve as serious handicaps for present combination libraries and seriously discourage the development of new combinations.

The Public Library System and the Larger Unit of Service

Previous paragraphs have emphasized changes in the school library regulations which have a bearing on the ability and willingness of school libraries to serve as combination school and public libraries. There have also been important and fundamental changes in public library service which have a bearing on the question of the efficacy of the combination school and public libraries. The dominant concept of public library service today is the idea of a library system and the realization that today's library customer would rather drive a few miles and find a unit of service which (a) would be open; (b) would be staffed by competent professional personnel; and (c) where the bookstock and other library materials would be of such depth and variety that the incidence of success of the library visit would be sizable.

The idea of the library system means that the small individual library is not a self-contained unit, isolated and alone, but rather is part of a library system and can draw on this system for specialized materials - books, etc.; and for the assistance and advice of specialists in various branches of library service, and for centralized services such as cataloging and ordering. In some systems the individual town libraries maintain their autonomy and are more of a

federation of individual libraries, thus making up the system. In other cases the system structure is a consolidation of individual library units into a single administrative unit.

Today we live in an affluent society. The supermarket has replaced the neighborhood grocery store. The automobile is an indispensable and accepted part of our lives. The demands made upon the public library have also changed greatly. Many people are no longer interested in going to the library just "for a book to read". They often desire books on a particular subject or they have a particular problem and are looking for books in this area.

More citizens are engaged in specialized vocations than ever before. More of the population is in school, and college attendance has become commonplace. Librarians of some of the combination libraries complained to the writer that commuting college students were making new demands on their collections and services. Almost every area of the state will have a junior college or a community college. Much of the previous "market" of the library has disappeared and a new "market" has taken its place. This new "market" requires a new type of library with a much larger book collection, ample hours of opening; and specialized clerical and professional personnel. Where the small town library cannot assume such status because of lack of population or financial support then through county library or library system affiliation it can make available to its constituents access to larger collections and specialized services.

The one room rural school has all but disappeared from the American scene and these schools are now found as reconstructed museum pieces on county fair grounds or on state college campuses. In place of the one room rural school one now finds a large consolidated school with students transported to school in buses, sometimes for rather long distances, in order that they can have the advantages of specialized educational services. The small library collection is much like the one room rural school, for it too is being supplanted by a larger unit of service with greater and specialized resources of materials and personnel.

Thus in considering the problem of the combination library one must take into account the new regulations regarding school library service, both at the elementary and secondary level; the continuing development of public library systems; the new demands being made on public library staffs and collections and the fact that the smaller unit of service is uneconomic and bibliographically unsatisfactory.

THE SCHOOL BOARD THAT PLAYED PUBLIC LIBRARY

by Gordon Stevenson

A few years ago a well-known Broadway artist performed at the Music Hall in Kansas City, Missouri. She sang, "Every+hing's up-to-date in Kansas City," and then proceeded to tell her audience how wonderful it was to be back in Kansas. This little slip did not go unnoticed - the various residents of Kansas and Missouri may have a few minor differences of opinion, but they are pretty much agreed as to what part of the territory belongs to Kansas and what part to Missouri, and generally they know what state they are in at any given moment (though they may be hard pressed to tell you what library jurisdiction they are in). In any case, it is essential that there be no misunderstanding about which Kansas City and which state we are talking about when we discuss various aspects of public library services in the greater Kansas City area.

Our map (see p. 2436) will indicate the layout of the two states, six counties, and four main libraries which serve the area. The problems and prospects of library service in the six counties were examined by Community Studies, Inc., in a project directed by Michael S. Lenrow, Libraries in Metropolis. This study undertaken by the Missouri State Library and published early in 1966, made proposals for the gradual development of a metropolitan system,

Although some progress has been made, one library has been unresponsive to the Lenrow report and, for two and one-half years, has rejected even the most tentative steps toward any sort of formal cooperation. If improved library services have anything at all to do with the quality of life in Kansas City, this must be considered a serious set-back in civic development which Kansas City can ill afford. What went wrong?

The answers can be found somewhere in the complex interplay of power and influence, political processes, personalities, and conflicting philosophies of library service. To get to the heart of the matter, we have to go to downtown Kansas City, Missouri, to the Board rooms of the Kansas City School District in the combined Library-Board of Education building at 12th and Oak streets. The building itself, jointly and uneasily occupied by two diverse institutions which are governed by the same Board, is a monument to a concept of library organization and a philosophy of library service which may have been a mistake from the beginning and which, through the years, has brought library service in the School District to the brink of chaos.

Kansas City, Missouri, went into the post World War II period with its present system, an inheritance of the ancient state library laws which created it. Joined together in what at the time seemed like a workable marriage, if not a particularly happy or productive one, the public library was under the Board of Education, and the School District boundaries provided the tax base and defined the service area. Services in most of the outlying reaches of the city were poor, underdeveloped, or nonexistent. Today, some 20 years later, the School District Library has departmentalized its services, built a main library and one branch, and increased its book stock considerably (including a fine uncatalogued rare book collection locked up in the librarian's office, and much local history material, some of which is

inaccessible even to the library staff). Otherwise the library hasn't changed much. Most of the branches are still in public schools and violate basic principles conducive to adult use.

Up to around 1955 (and perhaps later) the School District Library could have seized the initiative and created a unified or cooperative system, at least on the Missouri side. But interest or leadership was lacking, and this fatal and deep-rooted flaw still plagues the area today. The opportunity to create a metropolitan system slipped away and no one knew it until it was too late.

But if the School District lacked literary leadership, the outlying areas in time found librarians responsive to their needs. Developments in recent years have been rapid. When Michael Lenrow made his report in 1966, he studied 12 library jurisdictions. Now there are only four major jurisdictions - two in Kansas (the Johnson County Public Library and the Kansas City, Kansas, Public Library), and two in Missouri (the School District Library and the Mid-Continent Public Library Service). There are still several small municipal libraries which have not yet elected to join Mid-Continent, but they are moving in that direction.

Here I will only briefly discuss the two systems on the Kansas side. Each of these two libraries has developed policies which are in keeping with current thinking on library management, they are in close contact with their communities, they are flexible and innovative, and they seem to know where they are going. This is not to say they do not have problems, but at least they know what their problems are.

Most interesting is the contrast between the two Kansas cities. The smaller city on the Kansas side has its own style and one senses the intellectual flavor of the small Kansas community mingled with characteristics (ethnic, cultural, and economic) of the larger city. Much could be learned by comparing their two library systems, for the Kansas City, Kansas, library is also under the governance of a Board of Education. The contrast is startling. While the Missouri side has remained inflexible and reactionary, the Kansas library (which now serves all of Wyandotte County), under the direction of Willard Dennis, has improved dramatically. Note, for example, that in Kansas the public school-public library relationship has been conducive to school library development, whereas on the Missouri side it has impeded the development of school library services. The Kansas City, Missouri, School District Board really should take a good look at its public school library services - it is possible that they are 20 years behind the times.

The metropolitan K.C. picture is complicated somewhat because of the fact that both the Johnson County Library and the Kansas City, Kansas, Library have important cooperative ties which reach out into their own state - but that is another story.

Moving back across the state line, we find that it remained for Jim Leathers to make a four-county system, the Mid-Continent Public Library Service, out of what was once a comparatively small system serving the city of Independence and Jackson County. At the same time he provided service to around 250,000 Kansas Citizens who live within the city limits in the three-quarters

of the city lying outside of the School District. From the position of a poor neighbour, the Mid-Continent system became the major force in the development of library service on the Missouri side. But with these developments the poles of tension began to emerge - the long-established School District Library suddenly discovered, too late, that it had lost the position of leadership. The psychological effects of this have influenced subsequent developments more than anyone realizes; the impact extended from the highest administrative levels to the lower ranks of the School District Library Staff, seriously hindered informal cooperation at service levels, and prevented any objective evaluation of Mid-Continent's contributions to library service.

Now let's take a look at the operation directed by K.C. Librarian, Richard B. Sealock and his School District Board. The ups and downs of this library have been chronicled in the Board meeting news in the Kansas City Star. A reading of these reports is not conducive to optimism about the future of urban libraries. At the Board meetings important matters are frequently tabled, sometimes literally for years. Research reports are asked for and then never heard from again. An authority on metropolitan library problems is called in to evaluate Mid-Continent's offer of joint borrower's privileges - and then his recommendations are not accepted. The Superintendent of Schools can, in all seriousness and with reasons which are quite valid, ask the Board to transfer more than \$450,000 from the library fund to the school fund - this is unused money resulting from a branch improvement program bonded in 1956 (this incident suggests that there are areas where the dual responsibility of the Board may create conflicts of interest which could be detrimental to public library development). Some of the reports are not without a certain humor: the opening of the Plaza Branch, which was preceded by ten years of planning, was marred by administrative confusion, if we can judge by accounts in the Star.

More serious is the general branch picture. The Lincoln Branch has been moved to a new location in Lincoln High School, a location which makes it inaccessible to the adult public. To make room for improved educational facilities at Paseo High School, that branch has to find a new home on very short notice. The P.T.A. and the Principal of Central High are urging that the public library branch be moved out of that school. Service to the Negro community is in serious jeopardy because of these changes.

Last September (Kansas City Star, September 21, 1967), when Board member Homer Wadsworth asked the librarian, "what kind of space would be needed for a Lincoln area library and what kind of service would be provided," Mr. Sealock replied: "Businessmen do not locate in the area because of the problems around there. We would be subject to problems not conducive to use of (the) library or to staffing it. Saturday would be a problem day. We are largely staffing our libraries with young women." The problem was still not solved five months later, for the following appeared in the Star on February 3: "Sealock expressed doubt on a longstanding proposal to establish a branch on land owned at Linwood Boulevard and Tracy Avenue because of the change in the neighborhood's clientele. The area has shifted primarily from white to Negro in recent years." This land was purchased in 1953, and the bonds (part of a larger package that included the Plaza Branch) were passed in 1956 "by a majority of more than 4 to 1" (Star, September 16, 1967).

More recent news indicates that the relationships between the Board the librarian, and the library staff have deteriorated rapidly. There are a cluster of related internal problems of organization, management, and personnel administration. The library has been plagued for years by what might be characterized as a fluid personnel situation. The Staff Association has seriously challenged basic decisions on book selection policies, and many other points dealing with the quality of the entire operation; they are also disturbed by the limited branch service and the lack of service to the inner city. As important as these problems are, they are only symptoms of the shaky foundation on which the whole structure rests; the inability of the librarian and his Board to carry on a meaningful discussion of policy matters germane to needs of Kansas City; and the breakdown in patterns of human communication which are necessary for the smooth functioning of the enterprise.

Perhaps in the Board rooms at 12th and Oak this all makes sense to somebody, but viewed in perspective it gives one the sickening feeling that if this miniscule of local government is typical of the way we are preparing for the future, our cities are indeed doomed, and Kansas City, Missouri, will be one of the first to go. When a librarian and his Board cannot decide, ten years after a bond issue is passed, where to locate a branch library in a heavily populated, deteriorating neighborhood that needs help desperately, it is hardly likely that they will have much in the way of creative thinking to bring to the complex problems of a larger metropolitan system.

It is on this metropolitan issue that reports from the Board room begin to take on an air of unreality. The tone in which the School District Library has responded to efforts at cooperation by the State Library and by Mid-Continent has long since lost what was at best only a tenuous relationship to the problem at hand. A certain hysteria takes over when the word Mid-Continent is mentioned.

Fancying themselves under an attack of some sort, the K.C. librarian and his Board are fearful of those book-hungry masses from without the School District boundaries. The rhetoric called forth to defend the status quo is astonishing. It seems that there are legal, administrative, economic, practical, theoretical, and moral factors which prevent the Board from entering into any agreement with Mid Continent. One Board member was quoted in the Star as saying: "We don't want to turn the K.C. Public Library over to a bunch of people who don't know as much about it as we do."

This ceased, a long, long time ago, to be a problem in library organization and became a problem which can only be explained by the psychology of small group behavior and the instinct (perfectly human but regrettable nevertheless) to defend spheres of influence and power. Communications have ground to a halt - no one is really talking to anyone anymore, and no one is listening.

I suspect that much of what has happened to the School District Library can be traced back to the political process which invested in the Board its authority but provided no means of checks and balances. For at least ten years, Board members were selected by a process which violated the democratic principle on which the concept of the elected lay Board of governance is based. In order to protect the interests of the people, and "keep education out of politics", an interesting method was devised for filling Board vacancies as they arose. Before the public elections, leaders of each party selected a Board member who was then cross-endorsed by the other party. Then the residents of the School District went to the polls to make the challenging decision of either voting for the two new Board members or not voting for them. In either case it didn't make much difference because generally there was only one name on the ballot for each Board vacancy. The fate of represent-

-ative government in this procedure may be illustrated by noting that, of the six members of the present Board, five come from the same residential area. This may be the best way to set up a policy-making board for a public school; but there is some question whether or not it provides the sort of community representation needed on a public library board.

Eventually, enough people decided that this was not the best way to hold an election and means were found for making the process something more than an exercise in futility. Next year a newly constituted Board, with representation from all parts of the city, will take over the governance of the public school system and whatever is left of the public library. This development emerged, not because anyone was interested in the library, but from a growing interest in the public school system. The library has, for decades, been completely overshadowed by the Board's real function of running the schools.

Perhaps the new Board will take a different view of the role of the public library in Kansas City's future. In any case there is no reason why the school-library partnership should continue to exist. The only justifications advanced for continuing the partnership have nothing to do with the purpose of a public library and are therefore invalid. The system has to be changed. The only thing left is to get out of the public library business as fast as possible. The only decision they have to make is how they are going to do it, and that shouldn't be too difficult.

Public library services in greater Kansas City have a tremendous potential once a Board is found that can make a few policy decisions. Metropolitan library services are more than a luxury, they are a vital part of the business, social, economic, and cultural fabric of the city - or they should be. The lives of all of the people of Kansas City, including those living on the Kansas side, are intertwined in a hundred different ways. In most of those relationships the School District boundaries are completely irrelevant. This should have been the basis for library policy decisions. If there is one thing that all of this illustrates it is that there are certain principles of management which you ignore at your peril. The first principle is that everything proceeds from the purpose of the enterprise.

Reprinted from Library Journal, June 15, 1968.
ALA Conference - Kansas City

Public Library and School Library:

Organizational Relationships

A Policy Statement

Wisconsin Department of Public Instruction, Division for Library Services

Because the merger of the Free Library Commission with the Department of Public Instruction in 1965 seemed to bring confusion to some municipal officials and some school administrators on their responsibilities for providing library service, Division Director Lyle Eberhart asked Elizabeth Burr, Consultant, Children and Young People's Services, and Robert Little, School Library Supervisor, to work with him on the preparation of a new policy statement. State Superintendent William C. Kahl approved the statement as Department policy in October 1966. Based on solid national and Wisconsin precedents the statement should assist teachers, administrators, and librarians in understanding and explaining responsibilities for library services.

I. Introduction

Changes in the concepts of education and teaching methods and the use of a wide variety of materials for instruction have resulted in increased student demands-- both elementary and secondary-- on school and public libraries. To provide total community library service, the public library and the school library must each develop quality programs and work together to furnish a coordinated and complete service to children and youth.

II. Purposes of the School Library

"Teaching methods advocated by leaders in the field of curriculum development and now used in elementary and secondary education call for extensive and frequently combined use of traditional along with many new and different kinds of materials. Since these methods depend for their success upon a cross-media approach to learning, a convenient way of approaching instructional materials on a subject or problem basis must be immediately at hand in each school." Thus, the school library has become an instructional materials center with the responsibility "to locate, gather, provide and coordinate a school's materials for learning and the equipment required for the use of these materials." *

"The purposes of the school library are to

1. Participate effectively in the school program as it strives to meet the needs of pupils, teachers, parents, and other community members.

* From a statement passed by unanimous vote at the business meeting of the American Association of School Librarians during the American Library Association Conference, Miami Beach, June 21, 1956.

2. Provide boys and girls with the library materials and services most appropriate and most meaningful in their growth and development as individuals.
3. Stimulate and guide pupils in all phases of their reading so that they may find increasing enjoyment and satisfaction and may grow in critical judgment and appreciation.
4. Provide opportunity through library experiences for boys and girls to develop helpful interests, to make satisfactory personal adjustments, and to acquire desirable social attitudes.
5. Help children and young people to become skillful and discriminating users of libraries and of printed and audiovisual materials.
6. Introduce pupils to community libraries as early as possible and cooperate with those libraries in their efforts to encourage continuing education and cultural growth.
7. Work with teachers in the selection and use of all types of library materials which contribute to the teaching program.
8. Participate with teachers and administrators in programs for continuing professional and cultural growth of the school staff.
9. Co-operate with other librarians and community leaders in planning and developing an over-all library program for the community or area." *

III. Purposes of the Public Library

The public library is unique among types of libraries in that it is designed to serve the interests of all ages and groups in the community from the preschool child to the senior citizen, from Cub Scouts to service clubs. The public library is most appropriately located in a business and shopping area with an accessible ground floor location that offers an inescapable invitation to the public through its open view of books and people reading. It is characterized by the voluntary nature of its use and its informal atmosphere. Its personnel must be trained in public library administration and community organization as well as in library services and materials selection and organization.

The public library provides services, books, and other materials geared to the broad and varied informational, cultural, recreational, educational, and research purposes of all the people of all ages in its community. Children and young people are an important segment of its public.

"The objectives of the public library are: **

1. To facilitate informal self-education of all people in the community.
2. To enrich and further develop the subjects on which individuals are undertaking formal education.

* American Association of School Librarians. Standards for School Library Programs. Chicago, ALA, 1960, pp. 9-10.

** American Library Association. Public Library Service. Chicago, ALA, 1956, p. 4.

3. To meet the informational needs of all.
4. To support the educational, civic and cultural activities of groups and organizations.
5. To encourage wholesome recreation and constructive use of leisure time."

IV. Authority for the establishment and maintenance of public libraries.

Public libraries in Wisconsin are established and maintained according to the provisions of Wisconsin Statutes (43.26(1)). As agencies of local government, they are controlled by a library board appointed by the local governing authority or by a city or village manager and ranging from five to nine members according to the type of municipality. A school administrator or his representative is appointed as one of the members of the board, to represent the public school district or districts in which the public library is located. The legal authority and responsibility to establish fiscal and service policies that will provide citizens of every age in the community the best possible public library services resides in the public library trustee.

V. Responsibility for the development of school libraries.

Since the school library is an essential part of the total school program, the provision of libraries in the elementary and secondary schools is the responsibility of the board of education. It is important that members of the school board and the administrator are familiar with the principles and programs of good library service so that they can strive to provide such services to the students and interpret to citizens of the community the desirability of having good library programs in all schools.

VI. Department of public instruction responsibility.

A. General

The leadership and support of the State Department of Public Instruction are also essential for the success of the library programs in the State. For many years the state superintendent has had the responsibility to "aid in promoting the establishment, maintenance, and control of school libraries, and (to) prescribe regulations for their management." In July of 1965 the functions of the Wisconsin Library Commission, which was responsible for the development of public library service in the State, were merged with the Department of Public Instruction. The resulting Division for Library Services of the Department of Public Instruction is headed by an assistant superintendent.

The Division has the responsibility of developing a program for the extension and improvement of library services throughout the State in order to bring within the reach of all the people of the State increased opportunities for reading, study, and free inquiry. Such a program of library service has these objectives:

- (1) "to promote the organization and improvement of public and school library services with respect to their distinctive objectives and scope
- (2) to encourage local governments and public library boards to make the most efficient use of their library resources by cooperating with other governments to provide more comprehensive library systems in a manner that is in harmony with the geographic, economic, population, and other factors influencing the needs and development of local communities
- (3) to plan and coordinate on a statewide basis public library services and school library services
- (4) to promote the development of public library services to serve the needs of all citizens and the development of school library services to provide resources needed for teaching and learning in the schools
- (5) to encourage the coordination of public and school library services with other library programs of educational agencies." *

B. School Libraries

Specific responsibilities for school library services include:**

- "1. Provide competent professional school library personnel sufficient in number to meet the needs of the state department's program of service to school libraries.
2. Provide for participation of school library supervisors in state, regional, and national professional conferences.
3. Evaluate school library programs.
4. Assist in developing programs of library education in state institutions of higher education.
5. Formulate recommendations and programs for school library development in the state.
6. Interpret the function and significance of school libraries.
7. Give consultative services on school libraries to professional and lay groups.
8. Provide on a periodic or regular basis information of interest and assistance to school administrators, librarians, and teachers in strengthening school library services and in broadening professional knowledge.
9. Effect cooperative programs involving school librarians and other professional organizations.
10. Provide information on professional qualifications for school librarianship to:
State directors of teacher education and certification
Other state department personnel
Institutions of higher education
Boards of education
School administrators
Organizations and individuals needing or requesting such information.

* Wisconsin Statutes (43.09).

** National Council of Chief State School Officers. Responsibilities of State Department of Education for School Library Services; a Policy Statement. Washington, D.C., The Council, 1961. pp. 9-14.

11. Assist in the recruitment of school librarians.
12. Develop inservice educational programs for school librarians and cooperate with inservice education programs for teachers.
13. Develop cooperative relationships with public libraries."

C. Public Libraries

Specific responsibilities for public library service include:

1. Provide competent professional public library consultants sufficient in number to meet the needs of public librarians, trustees, governmental officials, and lay citizens on all matters that pertain to public library development and facilities.
2. Maintain a library to serve individuals and to supplement the collections of public libraries, regional library systems, and regional resource centers with specialized information and library resources not appropriately held locally.
3. Develop and implement statewide plan for a network of public library systems area and state resource centers, and reference and research facilities.
4. Establish, interpret, and implement standards for public library service & systems.
5. Provide for research to stimulate steady improvement in statewide library resources.
- 6.. Review public library law for revision in light of present needs.
7. Collect and publish annual statistics and provide central information about the library resources of the state.
8. Promote and provide a program of in-service training and assist in developing quality library education in institutions of higher learning.
9. Assist in developing adequate personnel resources in the State, including recruitment, scholarships for graduate and small community librarians, information on professional qualifications, and consultations to public library administrators and boards on personnel policies.
10. Establish certification regulations governing positions in public libraries.
11. Exercise leadership in maintaining freedom to read and freedom of access to materials of varying views within the State.
12. Provide professional opportunities for staff growth by staff attendance at state, regional, and national conferences and institutes.*

VII. Cooperation between libraries for service to youth.

Both schools and public libraries share the common goal of furthering the growth of children and young people through reading toward the end of an educated and thoughtful citizenry. In working toward this goal, the public library and the school's library have related but distinct functions. The school library serves the school, and the public library serves the community. The student uses his school library first; its function is to serve elementary and secondary school needs. The public library's responsibility to youth in his needs for school assignments is a supplementary one. Its primary role is to serve children and youth in their individual and voluntary search for the books and reading which are significant to their personal interests and needs.

* Based on American Association of State Libraries. Standards for Library Functions at the State Level. Chicago, ALA, 1963.

Total service to children and young people demands an effective working relationship between the school and the public library. Primary to this relationship is the need to develop awareness, understanding, and knowledge of the functions, objectives, and methods of the public library and the school. To accomplish this goal there must be continuous joint planning between the two educational agencies and an understanding on the part of the citizenry of the purposes of the two types of libraries. Joint planning begins on the policy and administrative level, involving the respective boards, the director of the public library, and the school district administrator.

Public librarians serving children and youth and the elementary and secondary school librarians must work closely together to provide a total library program. Regularly scheduled meetings of school librarians and other members of the school staff, together with the public librarian and other members of the public library staff, should be held to consider working relationships, materials, and service to students.

VIII. Conclusion.

While every avenue will be explored to promote cooperation and coordination of school and public libraries, their functions are clearly distinct, and neither library is capable of providing or should attempt to provide the services of the other. Requirements for staff, physical facilities, and material collections differ in each type of library. To provide total library service in the community the State Department of Public Instruction reaffirms its 1953 statement that "library service to children and youth is both a significant part of public library service and an essential element in the school program."* It is further agreed that the direction, development, and support of school library service is the responsibility of the board of education and school district administrator; and that the direction, development, and support of public library service is the responsibility of the library board and the director of the public library. The Department believes that there is a need for quality public library and school library services as defined in state and national standards, and will work toward that end of the state and local level.

* Wisconsin Library Bulletin, January-February 1961, p. 13.

Reprinted from Wisconsin Library Bulletin, March-April 1967, Vol. 63, No. 2, pp. 69-136.

Quotations and Opinions

PUBLIC LIBRARIES versus SCHOOL LIBRARIES

Adaptation of a work compiled in 1965
for the Association Canadienne des
Bibliothécaires de Langue Française.

XXXXXXXXXX

Citations et Opinions

BIBLIOTHEQUES PUBLIQUES versus BIBLIOTHEQUES SCOLAIRES

Adaptation d'un document compilé
pour l'A.C.B.L.F. en 1965

Orton, L.M. Program for the Public Libraries of New York City (N.Y.: New York City Planning Comm., 1945)

p. 89-90 a) "In general, librarians oppose the housing of branch libraries in school buildings, and advance the following objections:

The school has no need to attract users. Since they are required by law to attend, the school need not have a conspicuous location.

Use of the library is almost entirely voluntary. It must compete with all of the commercial amusements for the leisure time of the people. It must, then, have a prominent and easily accessible location.

The school building itself requires a large plot and should be surrounded by extensive playgrounds.

The library branch needs only a small plot, normally 50 by 100 feet. The cost of such a plot on a main thoroughfare is not excessive.

Its usability at night is ignored, or considered as of secondary importance.

The evening hours are the busiest ones in the branch library."

b) "Regardless of location, the schoolhouse itself presents a psychological barrier to a large proportion of adults."

c) "Due both to location and this psychological barrier, a branch in a school building seldom attracts a satisfactory number of adults; often the number is so small that the cost of operation per borrower or per book circulated is prohibitively high."

d) "The attitude of the parochial authorities may be significant. In some communities, the children from parochial schools have not been encouraged to use libraries located in public school buildings."

e) "Not a compelling reason perhaps, but one which does exist, is the endless chain of difficulties in administration. The space belongs to the school, and the principal and custodian are school employees. It is the school's ideas and necessities which finally prevail, and they often run counter to library principles and requirements."

Schenk, Gretchen Knief. County and Regional Library Development. A.L.A. 1954.

p. 123-124 "Another study was made in 1948 by Margaret Klausner, librarian of the Stockton and San Joaquin County Library. In a Report on the Use of Public School Buildings as Branch Libraries, Miss Klausner revealed that out of seventeen public libraries scattered across the country from Providence, Rhode Island, and Washington, D.C., to Seattle and Los Angeles, which had or still maintain branch libraries in school buildings, all but two advised against using the latter as community libraries. These two qualified their statements by observing that school-housed branches could "possibly" be successful. In addition to the objections mentioned in the Orton study of New York City, the Klausner study showed that schools tend to absorb the library's community activity, so that the library becomes predominantly a children's library, with less and less use by adults."

"An additional problem often mentioned in connection with school-housed public library service is the nature of the book collection, since the clientele of such a branch is largely confined to one age group, and books which would normally be found in the general collection of a larger branch library are frequently not stocked."

Lettre de Laurence H. Solomon, Librarian, Parkland Regional Library, Lacombe, Alberta. 26 fév. 1962.

"...As you have probably noted, Alberta has a somewhat unique method of regional library establishment, whereby school authorities may combine to start public library service. ... I had been working in extension work in the United States for seven years when I returned to Canada to run this library and I have never run across - or read about - a similar method of getting regional library service started."

"I personally am firmly against having library trustees who are also school employees or trustees. I am aware that this latter stricture is perhaps too severe, but certainly there is sufficient evidence to prove that the library's best interest will always be subverted to other purposes where school board members have positions of influence on a library board - and they seem to attain this with great ease. This is a prohibition which should be built in either by legislation or department regulation."

"As far as this Regional Library goes, we are divided into three departments - school, public, and processing. At the present time the first is way ahead, with the third trying to keep up and the public library department running a poor third."

Lettre de E.T. Wiltshire, Supervisor of Public Libraries, Prov. of Alberta, 6 déc. 1961.

"... In both cases in Alberta the initial interest for a regional library came from school divisions. It was anticipated that these school divisions would assume responsibility for the provision of public library service and school library service. The service to adults has suffered in both cases because of the predominance of the school service. A situation which shows no signs of changing in the near future. It seems certain that to ensure adequate public library service, promotion by schools and school divisions should be avoided."

"The school division is the predominant factor; school service is a prime concern and service to adults is meagre. The school division board have shown a reluctance to give more than a token adult service. Suggestions to improve book-stock, provide a bookmobile and better accomodation for headquarters, were ignored. This is not the kind of library organization which should be permitted to attempt operation of a public library service."

Regional Library Development in West Virginia. March 1961.

p.2 "The philosophy of the Library Commission (of the West Virginia) has always been that the best assistance it can give to schools is to continue to emphasize the fact that both good school libraries and good public libraries are needed and that neither can perform the function of the other. Library service to schools is the responsibility of the school system, and should be specialized to the needs of the curriculum. Public libraries are general in nature and serve all ages, as the sources of voluntary education for the pre-school youngster, the child of school age, and for all adults."

Extrait de l'allocution de M. G. Schmook, directeur des Bibliothèques et de l'Ecole de Bibliothécaires de la ville d'Anvers, à un colloque tenu à Bruxelles le 19 décembre 1959:

"Envisager la bibliothèque publique dans le cadre des loisirs est une lourde erreur; la situer dans le cadre scolaire aussi."

Bryan, James E. Etudiants, bibliothèques et système d'éducation. A.L.A. Bulletin, Septembre 1962. p. 707-715.

p.2 "Parmi les étudiants au niveau collégial qui fréquentent les bibliothèques de la ville de Newark, 83% fréquentent d'autres bibliothèques

que celle de leur école. De ces 83%, 31% utilisent une autre bibliothèque, 31% en utilisent deux autres, et 21% en utilisent trois ou plus. Quelques-uns vont jusqu'à 7 dans autant d'institutions différentes."

p.3 "Audépart on devrait établir que le service se fasse à la fois par l'école, la bibliothèque publique, le collège et l'université à tout le monde selon les besoins, et que les bibliothèques à tous les niveaux pour rencontrer toutes les exigences reçoivent l'appui nécessaire pour remplir leurs buts particuliers."

Desrochers, Edmond S.J. Relations entre la bibliothèque scolaire et la bibliothèque publique.

p.1 "Il s'agit de deux institutions publiques de notre société démocratiquement organisée. Elles sont toutes deux soutenues par les taxes des citoyens. Elles ont toutes deux un même public à servir, à savoir les étudiants-enfants et adolescents. (sic) Le but premier de la bibliothèque publique n'est pas de servir de département d'une commission scolaire pour un service d'abord aux professeurs et aux étudiants en fonction d'abord des fins de l'institution d'enseignement. Le but premier de la bibliothèque scolaire n'est pas de servir, dans le domaine des loisirs, aux lectures de culture et de distraction légitime des enfants et adolescents de toute la cité.

Cependant toutes deux ont les mêmes buts seconds. Les normes d'excellence américaines pour les bibliothèques scolaires (A.L.A. Standards for School Library Programs) soulignent dès le début, dans le chapitre sur les fins, les objectifs et l'envergure du programme des bibliothèques scolaires ("Purpose", number 9, p. 9) qu'il faut un programme général pour le service des bibliothèques d'une cité prévoyant la coopération et la coordination."

p.3 "Conclusion: chez les bibliothécaires professionnels comme chez les citoyens qui sont membres des comités de Bibliothèques publiques (Public Library Board of Trustees), il ne fait pas de doute que la doctrine aujourd'hui attribue le service dans les écoles aux bibliothèques scolaires, et attribue un rôle de suppléance, un rôle complémentaire à la Bibliothèque publique."

Fargo, Lucile F. Bibliothèques publiques dans les écoles. Traduction de: The Library in the school. 4e éd. Chicago, A.L.A. 1959. p. 374-384.

p.3 "Bien d'autres genres d'équipement sont doublés dans les écoles et les services publics; personne ne fait enquête sur le fait qu'il se trouve des machines à additionner tant à l'Hôtel de Ville qu'aux bureaux des commissions scolaires ni sur le fait qu'il existe des tours et des machines-outils aussi bien aux ateliers de réparation de la ville qu'aux écoles d'apprentissage des métiers."

p.8 "Ils (les étudiants en administration de bibliothèque) pourraient alors juger si la centralisation complète préconisée par la Commission est souhaitable dans les grands centres comme dans les petits, et si le service de bibliothèque, étant un item relativement peu considérable comparé à l'ensemble des activités éducatives, est en danger de se perdre dans le tourbillon, ne recevant ni l'attention ni l'appui qu'il mérite."

Klausner, Margaret. Mémoire sur l'usage de l'école publique pour loger les succursales de bibliothèques, par Margaret Klausner, Chief Librarian, Stockton, California.

p.2 "La réponse à la première question: "Est-ce que les bibliothèques scolaires comme succursales de la bibliothèque publique offrent la meilleure solution à l'expansion des bibliothèques?" Il semble que ce soit "NON".

La raison de cette réponse c'est que:

1. Les endroits où se trouvent les écoles ne conviennent pas aux adultes.
2. Les écoles tendent à accaparer les services de la bibliothèque publique. L'usage prédominant va aux enfants.

A l'analyse des réponses des bibliothèques consultées, on note avec à propos que ces bibliothèques publiques détenant le contrôle absolu à la fois des bibliothèques scolaires et publiques ne recommandent pas de se servir des écoles pour y établir des succursales. (sic)

Trois de ces bibliothèques, après des années d'expérience, ont abandonné les succursales logées dans les écoles.

En général, on peut donc conclure, que l'idée d'établir des succursales de la bibliothèque publique dans les écoles n'est pas heureuse. Ce n'est pas économique pour l'ensemble de la société et le peu qu'on retire de ces services en commun n'est pas assez pour justifier l'épargne d'un loyer, ni du coût de l'éclairage et du chauffage."

Lancour, Harold. Measuring up the expanding dimension of library service. Paper by Harold Lancour, Dean, Graduate Library School, University of Pittsburg.

p.6 "All too often it meant inadequate attention to adult needs, inadequate collections for adult purposes, and certainly inadequate services to the adult, or even to the out-of-school adolescent, or to the preschool child. These groups should be the first concern of the public library, not the school child."

Oregon, Board of Education. Library services for the children and young adults of Oregon, a statement of Policy and an affirmation of beliefs by State Library Board of Trustees (and) State Board of Education.

p.1-2 "Both the school and the community have responsibility for providing such services. Standards for school library service, public library service, and for library functions at the state level have been adopted by the American Library Association."

p.3 The School Library.

"The school library, a center designed for children and young people engaged in the formal learning process, supports the curriculum and meets educational needs through a rich variety of materials and services. It reflects the philosophy and objectives of the total school program through its policies, materials, and programs of service. The concept that the library is an instructional materials center or learning resource center implies that it is a laboratory for research where students learn to develop library and study skills; read, view and listen for knowledge and enjoyment; and use materials with discrimination, judgment and appreciation.

The evaluation, selection and utilization of materials are the responsibility of school librarians, teachers and administrators. The librarian as a member of the teaching staff is concerned with the student as he uses the materials in connection with assigned activities and recreational interests.

The school library is, therefore, a complex total instructional tool to which pupils and teachers have convenient access in their pursuit of the acknowledged objectives of education. As an essential part of the total school progress, the provision for adequate functioning school libraries is the responsibility of the local board of education."

p.4 The Public Library.

"The public library is unique among types of libraries in that it is designed to serve the reading and informational needs, interests and purposes of all the people of all ages in its area. Its collection and services are geared to the broad and varied informational, cultural, and recreational, and research interests, and purposes of the entire community from the pre-schooler to the senior citizen. It is the community's major center for reliable information of all kinds with a clientele as broad and varied as the community itself. The professionally trained staff serves individuals on an individual basis, as well as groups of all kinds. The use of a public library is characterized by its voluntary nature and its informality.

Its adult clientele requires a public library to have physical facilities of distinct character. It should be located in the heart of a business and shopping center near major traffic arteries and with adequate parking space. It should have an accessible ground floor location that offers an inescapable invitation to the user through its informal atmosphere and open view of people reading and books.

As part of its program for the whole community the public library supplies children and youth with services and materials primarily to satisfy their self-motivated interests."

p.5 "The school library and the public library each having its unique function and responsibility should be financed and administered separately - the school library by a district school board and the public library by a library board. Neither the school nor the public library, regardless of its excellence, can substitute for the other - each complements the other. The close interrelationships between the two kinds of libraries should not be allowed to obscure their separate responsibilities."

p.6 "Experience in general has shown that joint financing and joint operation have not been successful in meeting the needs of students and the adult public. Where these have been tried, administrative, budgeting, and even political difficulties have resulted.

School and public libraries should be housed in separate buildings. A public library should be located in an appropriate business area with direct access on the ground floor. Schools, normally located in traffic-free residential areas, are set back from the street with the library placed in the center of the instructional area. Schools do not need to attract users; their attendance is required by law. Since the use of the public library is voluntary, the atmosphere within a school library presents a psychological barrier to the adult user.

In terms of personnel and management there are similar disparities. The professional training and outlook of school and public librarians differ. The public librarian emphasizes service to the total community and the school librarian to the students and the teachers of his school. Studies that have been made of school-housed public libraries show that the professional staffs' training, the budget appointment, the demands for service, and the overwhelming proportion of service given are school dominated."

Peterson, Harry N. Public Library branches in school building, by Harry N. Peterson, Librarian, D.C. Public Library, Washington, D.C.

p.1-2 "Every so often someone proposes that branches of a public library be established in public schools or that libraries in school be used as public library agencies. These suggestions are usually offered in the interest of "economy", or as misguided attempts to get something for nothing. Occasionally even librarians, who should know better, have been known to agree that such a proposal should be given a trial. The truth of the matter is that the idea is not new, although it always seems so to the person struck by it. It has been tried for many years, in many places, and is not recommended.

Using a school library for public library service interferes with the school program. Furthermore, neither that arrangement nor the establishment of a public library branch in a school building provides adequate service so far as adults are concerned. As the executive secretaries of three American Library Association divisions pointed out:

"It is true that libraries and schools are both educational institutions with similar aims, in the large sense, but the approach, specific purposes, and methods of operation are very different. The public library offers a voluntary informal service throughout the lifetime of the citizen. The schools, for the most part, serve young people whose school attendance is compulsory. Different types of leadership and operation are required by the two institutions."

The D.C. Public Library has had quite a bit of experience with branches in public schools. The small libraries opened in the Janney and E.V. Brown Schools many years ago were used so little that they had to be abandoned. A larger branch unit was later installed in the Eastern High School. In this case the public had direct access to the library via the front door. However, even after sixteen years the use of this agency was so slight that when quarters were needed for the Ration Board during World War II, the branch was moved out of the school to provide space. The present Southwest branch occupies a wing of the Jefferson Memorial Junior High School. In effect it is a separate building with only one wall in common with the school. It has its own entrance and separate lighting and heating systems. The entire staff, including the custodians, consists of Public Library personnel. In other words, it represents what is supposed to be an ideal arrangement for such a situation. Nevertheless, partly because it is attached to a school, this large two floor agency was not patronized sufficiently to justify the cost of operation. As a consequence it was condensed to a one-floor service about ten years ago and the basement and second floor devoted to other library purposes. Reader response to the new Cleveland Park Branch, which is situated in a neighborhood shopping center, has been most impressive since it was opened in 1953. However, it is interesting to note that in an effort to meet the needs of the community before this building was erected, a temporary branch had been established in the John Eaton Elementary School about three long blocks away from the present branch location. Unfortunately, the temporary branch was hardly patronized at all, even by the children in the John Eaton School. Had the decision to build the Cleveland Park Branch been based on the use made of the school branch which preceded it, the new building could not have been justified.

"Eastern (High School Public Library Branch) at no point in its history can claim to have served the adult neighborhood to any real extent but it has certainly tried at every point. Handbills have been distributed to homes repeatedly. Invitations have been sent to parents of children registering. Churches have posted announcements. Posters were placed in stores. The Community Center Group was approached..."

p.5 "If a school library designated as a public library branch is not used fully by adults, pre-school children, and children from other schools, obviously it fails in its assigned mission. On the other hand, if a school library is given any appreciable use as a public library branch, more room will be needed, both for readers and books, than the space available in the average school library."

p.6 1/ "Public Library Branches in School Buildings", unpublished statement prepared by S. Janice Kee (Executive Secretary, Public Library Division, A.L.A.), Mary H. Mahar (Executive Secretary, American Association of School Librarians, A.L.A.) and Mildred L. Batchelder (Executive Secretary, Division of Libraries for Children and Young People, A.L.A.)
p. (1)

Watts, Doris Ryder. Students in the Public Library, by D.R. Watts and Elaine Simpson. Offprint of a survey report in U.S. and Canada. Wilson Library Bulletin, Nov. 1962.

p.1 "Use of the (public) library as a school library and study hall has threatened to swamp all other services....Noise and confusion. Adult circulation dropped off. Limited staff unable to give enough help to students." (Alaska)

p.2 "A galloping increase in the school population has come into collision with a new pedagogic emphasis on "individualized" study, wide and varied reading of non-textbook materials, and library research assignments."

"The seven articles about students in libraries that appear in this issue of the Bulletin show that the problem affects elementary, high school and college students on the one hand; school, public and college libraries on the other. It can be seen at its worst in the use by high school students of public libraries."

"Therefore, while many suggestions for improving the situation are offered to librarians in this article, its primary purpose is to show that a problem exists, that it is serious and urgent, and that it is an educational problem as well as a library problem."

p.3 "In too many cases, students are not receiving the level of service to which they are entitled, and which they need if their enthusiasm is not to be diluted or destroyed. This is chiefly because of an insufficiency of the books and other materials required, and because the patterns of co-operation and mutual understanding between public libraries and schools, and between public librarians and school librarians, are inadequate."

p.4 "... the problems posed by increased students use are the same, These are some of them: discipline problems, harrassment and crowding out

of adult patrons, book mutilation and theft, shortage of space, shortage of books, shortage of staff, frustrated students and helpless librarians."

p.6 "Library in Pennsylvania (4000): Sometimes we have neither sufficient seating space nor reference materials. The mere presence of so many students dismays adult patrons."

"Library in Alaska (10,000): Use of the library as a school library and study hall has threatened to swamp all other services.... Noise and confusion. Adult circulation dropped off. Limited staff unable to give enough help to students."

"Enoch Pratt Free Library, Baltimore (939,000): Heavy use of periodical indexes and periodicals. Drain on (book) collection in school assignment subjects. Adults appear to be discouraged in use of library at times when student use is heavy."

p.8 "The most valid objection to these manifestations is their effect on adult browsers and scholars, who often cannot find space to read or study or the peace and quiet necessary to these operations."

"Rather more serious discipline problems involve book mutilation and theft-products, often, of simple frustration."

"The Brooklyn Public Library has reported losses due to theft and mutilation totaling about \$500,000 a year - 7.1 per cent of its annual budget. By no means all of this loss is attributable to teen-agers, but the figure gives some idea of the dimensions of the problem."

p.11 "However, there is evidence of strong feeling that school librarians will not or more probably cannot carry a fair proportion of the student use load."

Danton, Emily Miller. Library (The) of Tomorrow, edited by Emily Miller
Danton, A.L.A. 1939.

p.137 "The regional library was the parent library for both the consolidated school library and the community branch in the village. Because buying, preparing, cataloging and rebinding books could be more economically handled in a central office than through individual small school and public libraries, all schools in the area through cooperative arrangements had centralized these activities in the regional library. School librarians, however, like other faculty members, were on the school salary list. Where school buildings were also used as community centers, the regional library branch was housed there, adjacent to the school library and sharing many of its facilities."

Kroll, Morton ed. The Public Libraries of the Pacific Northwest.. Seattle. University of Washington Press, 1960. 4 v.

p.281 "Before discussing these three areas in detail, the basic difference in the major purposes of the public library and the school library should be explained. School libraries exist to supplement the curriculum, to supply required reading, and to provide reference material used regularly. Public libraries are concerned with reading materials for the entire population, the child being only a part of the whole."

p.283 "The trend in this phase of the relation between school and public libraries in the Pacific Northwest seems to be for the public library to provide school library service, while at the same time encouraging the development of school libraries. Eventually, the public librarians hopes to withdraw direct service now being given to the schools, but wants to continue to provide supplemental collections and assistance."

p.426-427 "Library service and formal education cannot be and should not be compared. This is why we suggest administrative separation of school and public library organization and strongly urge that attention be given by school administrators and educators to developing strong school library systems and services on their own."

A.L.A. Bulletin. février 1959.

p.111 "Schools are bursting at the seams, teachers are making more and more assignments that require use of many different materials, school boards harassed with demands for heavy expenditures cut school libraries out of plans for new buildings, schools and libraries are short-staffed - and children and young people need and are reading more and more books."

p.112 "To begin with the public librarian: Historically, the school library was once his responsibility. Then he was told that public library aims and methods were not meeting the needs of the school curriculum and instructional program, and the school library was taken from him."

p.113-114 "Evidence accumulates that more school children are using the public library, and particularly so when they have libraries in the schools."

"Then there was the ill-fated experiment in locating public library branches in schools. For a time it seemed that the gap between the two institutions would be closed, with the two libraries in the same building. Several factors led to disillusionment here, but the most important was the simple one that adults just could not come to the facilities in the school. I am not sure whether this is a critical commentary on the schools or on the adults. At anyrate, no bonds of lifelong friendship were forged by the brief and frustrating period during which the public library was housed in the school building."

p.115 "All evidence indicates that we are still very far from the saturation point in providing reading for children. Both the public library and the school library are used heavily, more as each agency becomes stronger, so that any argument for concentrating children's service at one or another point is at best an argument for economy in a period when the crying need is for more service and more service points. We must seek strength in coordination rather than by deciding upon one or the other agency."

"There are notable instances of the school becoming the center of the community, but in the area in which I live, and in several states where I have made library studies, the school is in but not of the community."

"The school library has had an up-hill fight proving its worth in the face of a facility already available, and the public library has had its own fight in trying to get increased funds in the face of new book resource for children supported from the public purse."

p.116 "The distinctive province of the school is defined by what is taught in the school. The distinctive province of the public library is reading for cultural and practical interests not specifically taught in the school. By definition the school is selective - it decides to deal with certain matters and not with others."

"The public library on its side seems to be more inclusive, rejecting only the classroom textbook."

"Small wonder that in trying to reach beyond itself, the school has been accused of not teaching fundamentals. Any institution is wise to seek its special role and to do it well, rather than to claim the universe and accomplish nothing."

p.117 "The public library again becomes the natural agency that the child turns to as he leaves school, in this case for the summer, while the school reaps the benefit of having its hard-won gains in reading skill fostered rather than neglected in the vacation period."

p.121 "The principle of equal school library and public library service to all children has been acknowledged and steps taken for putting it in practice."

"The Library Services Act does not provide for school library service."

"The increase provided by the Library Services Act to redefine the complementary and separate functions of the school library and the public library in their services to rural children and young people in one of its more salutary effects on service to youth. It has encouraged both school librarians and public librarians to take a new look at what constitutes good service to children and young people in school libraries and

public libraries. In providing this service, standards for school libraries and standards for public library service to children and young people must be employed or evolved."

p.122 "Teachers, school libraries, and public librarians should develop cooperatively a written guide to areas of cooperation necessary for effective use of the facilities of both libraries." (A statement on the objectives, similarities and differences between P.L. and S.L. Rutgers University Workshop.)

Mousaion. Pretoria. Univ. of South Africa. 1961-1962.

no. 43, p.9 "We shall confine our discussion of the school library to that type of library which is an integral part of the pre-university school world. ie. of primary and secondary education, and especially secondary education."

no. 44, p.67 "To convert this school habit into a lifelong habit will be to add the lustre of objectivity to our mental activities. The same result is achieved when the school library sets us on the road to other types of library, and we consequently come to appreciate the vital part played by the library in our contemporary life."

no. 52, p.55 "(a) General characteristics of the study library.

There are a number of definite features which distinguish the study library from the general educational library:

- (i) its objective: science and research
- (ii) its materials: exclusion of creative literature
- (iii) its public: the educated and scientifically trained minority
- (iv) its organization and activities

no. 52, p.61 "(iii) The study library may also be distinguished from the reading library by its public."

"If we leave the young students out of account, we can say that the study library serves a trained and educated public which is familiar with certain sciences and whose problems do not extend beyond technical matters."

no. 52, p.62 "(iv) The organization of the general study library differs materially from that of the reading library."

no. 53, p.134-135 "We may well ask why library facilities for juveniles should be divided into school libraries and independant juvenile libraries

or special departments of the public library. Are the arguments against assimilation so strong? All supporters of the extra-school juvenile library - and I am one of them - are firmly convinced of the validity of their arguments. School attendance is compulsory, and compulsion always begets aversion. The library is not concerned with adults who have learnt to enjoy reading and study, and have come to regard them as a form of recreation. When the only juvenile library is the one attached to the school, it retains its school character. But when it is an independent body, the child comes to it voluntarily. He encounters a friendly atmosphere and to his delight, he is treated as an individual. The child associates the outside library with something of the freedom, the lack of compulsion and the trust that characterize a true home. He feels that here he is accepted for what he is, and his own distinct personality is recognized, whereas at school he is merely a member of a group, a unit to be educated. In addition, there are considerations of a more practical nature. During the school holidays, when the child has the most free time, the school library is closed, but the public library with its rich hoard is open. Then too, the central situation of the public library makes it more readily accessible than the school library. This solves many transport problems for the child and his parents. The juvenile library is normally within an easy distance for most people."

"Nevertheless the school library is intended to supplement the educational programme, whereas the juvenile library is entirely free of any school connections, and is guided only by the multifarious interests of the young."

no. 53, p.138 "The library is not a school. The library is better equipped than the school to help the youthful individuality to attain its unique maturity. It sets out to develop the latent potentialities of each and every one, and to foster balanced and complete development.

no. 54, p.145 "Strictly speaking, the school library is not a sub-division of the public library, since it is in no way public. Neither can it be compared with any type of study library. In fact, it is a library sui generis."

Campbell, H.C. German Public Library Study Tour. Toronto, 1964.

p.7 "... any person can use the collections of the State and University libraries in these cities. (Main cities of Western Germany) However, an examination of the use actually made by these shows that they serve first and foremost the student population and are simply not capable of being used by the general population of the city at the rate and level of existing demands."

White, Ruth M. The school-housed Public Library - A Survey. (In: The Public Library Reporter, No. 11) Chicago, A.L.A., 1963.

p.111 "Should a public library or its branches be located in the public

school? School administrators, school and public librarians, and laymen have asked, and will continue to ask, this question. In an effort to give a reply based on current practices, the Public Library Association of the American Library Association undertook a survey."

"Questionnaires were sent to 70 public library systems with branches in schools (referred to in this report as Group I), and to 84 main public libraries located in schools (referred to in this report as Group II). The questionnaire was based on the public library standards concerning service to adults."

p.1 "The library literature of the last twenty years is almost unanimously opposed to the combination of school and public libraries. It points out that although both public libraries and schools are educational institutions with similar aims, the approach, specific purposes, and methods of operation are different. The public library has an obligation to serve all the people, which means all ages; it is characterized by the voluntary nature of its use and its informality. The public library provides the broad range of reading and reference resources that extends beyond the necessary limits of school library facilities. On the other hand, the school library is not a separate and distinct institution but is an essential part of the school. The philosophy and aims of the school define the school library's policies, materials, activities, and services."

p.2 "The public library standards, also, recommend that the public library should have its own independent governing authority with its board and funds separate from those of the public school; that even though their responsibilities differ in scope and function, the public libraries and school libraries should work together to provide coordinated and complete service to children and young people. (American Library Association, Public Library Service (Chicago: American Library Association, 1956), p. 22-23)."

p.3 "The following breakdown of the replies from the 52 library systems in Group I shows: 34 library directors and 33 branch librarians (72 per cent) did not recommend locating public library branches in schools; 8 library directors and 5 branch librarians (14 per cent) said the location was possible under certain conditions; 6 branch librarians (6.5 per cent), but no directors, recommended the combination; 4 library directors and 3 branch librarians (7.5 per cent) were not favorable but did not definitely recommend locating the public library branch in a school. Solely on the basis of the recommendations of these librarians, the conclusion would be that it is inadvisable for public libraries to locate their branches in public schools."

p.4 "...Fort Wayne, Indiana, reported that its 5 school-housed branches "were all rural and all failures". Adults would not use them "to an extent great enough to justify their maintenance."

"In summary, the majority of the librarians replying in Group II did not favor the combination. The librarians thought the poor support experienced by many of these libraries was partly because the public library's

costs and existence were hidden in the school's. In most cases, the independent libraries in the study had poorer collections and received less support than the branch libraries in a city system."

p.5 "The librarians' comments on the questionnaires were very nearly unanimous against locating the public library or a branch of the public library in a public school. Their comments concerned the residential location of the school; the differing purposes of the school library and the public library; the conflicts between two administrations; the unlike demands of the school and public librarians; duplication in the book collection; economy; and the encouragement of readers."

p.8 "A contrary view was expressed by Hannis S. Smith, Minnesota State Library, who wrote: 'Many joint school-public library operations have been discontinued...with most satisfactory results from the points of view of both school and public library services... The ill-fated experiment of combined school-public libraries failed basically for only one reason; neither library could do a good job of serving its proper public.'

p.9 "The school-housed branch is quite often too small for the public library's service, and the school cannot offer additional space."

"Having classes in the library effectively prevents class visits from other schools and leaves little room for adults."

"Many librarians wrote that the school increased its demands over the years and never relinquished any time or space. The needs of the school in which the public library was located became so pressing that the librarian found it impossible to maintain a balance."

p.10-11 "Those who feel that the public and school libraries duplicate each other are ignorant of the depth and scope of materials that students need for research alone."

"As an example, Plainview, New York, an expanding suburb of 28,745 population in 1960, opened its public library in 1956 in the junior high school because there was no other housing available. In January, 1958, the public library moved to rented quarters in a shopping center."

"The public library director replied to the questionnaire that 'per unit cost of operation measured in terms of annual circulation divided by annual budget is higher (when the public library is located in a school) than when the public library is housed in its own quarters in a better location.'"

p.15 "The public library standards state that the 'aim of all public library activities is service to the people'.¹ The replies of branch librarians in this study indicated that the service given by the school-housed branches fell below that of the independently housed branches in completeness of reference service, circulation, adult-centered programs, participation in community activities, hours of service, professional staff, and responsibility to the community."¹ (American Library Association,

Public Library Service (Chicago: American Library Association, 1956), p.24.)

p.20 "It was reported that a fairly large number of patrons complained that the book selection was geared to the child rather than to the adult."

Kroll, Morton, editor. Elementary and Secondary School Libraries of the Pacific Northwest. (In: Pacific Northwest Library Association Library Development Project Reports. V. 2 University of Washington Press, 1960)

p.3 "The school library does not exist for its own sake. Rather, it exists to serve the educational program of the school in which it is located. The school library reflects the instructional practice of its school. In a sense it is a mirror for the school."

"The school library, existing to serve the educational program of the school, is the foundation upon which that program should be built."

p.250 "Some persons have deplored the duplication involved in providing book collections to schools and public libraries, particularly in a small community. To offset this, the suggestion has been made that the public library and the elementary school agree on the complementary buying for their collections. Of those libraries visited in the region, little evidence of such activity could be found, and in the case of one school there was active disapproval of such a plan."

p.260 "The public library is likely to feel itself increasingly engulfed in what the schools consider an honest demand for the services they paid for. Moreover, given the public library's limited ability to expand its resources swiftly, it is probably that more necessary for other services will be shunted into school services. As noted earlier, one public librarian put it: "The schools are simply voracious for books."

p.273-274 "Although the public library has many relationships with the schools, in the areas examined there is little evidence that the public library uses school libraries as an outlet for adult reader service. There were no public library branches in school buildings visited. The one exception to this was in the Washington Elementary School in Walla Walla, Washington. Here, the public library included adult books in a children's collection operated jointly with the school. The plan was inaugurated because of the distance of the area from the central public library, but little adult use of the collection has been observed."

Shaw, Dr. Ralph. Libraries of Metropolitan Toronto. A study of library service prepared for the Library Trustees' Council of Toronto and district. Toronto. 1960.

p.72-74 (Arguments against public library service in schools.)

- 1) "...because they (represent)...a small part of the total responsibility of school boards...(,) the school administration....(can) not give library services the time and attention they require.
- 2) "schools are not open all the hours of the day, all the days of the week, and all the weeks of the year that children should be served with good book and advisory services."
- 3) "opening large school buildings extra hours(,)....extra days(,)....and extra weeks during the year to maintain library service is not economically feasible."
- 4) "people who send their children to separate schools do not want (them) to have to go to the public school for essential services."
- 5) "one of the most important end products of formal schooling is a literate public capable of and accustomed to using the intellectual resources in the public library and this would be lost if people were not habituated from childhood to use the public library."
- 6) "(t)he use of books and library services are so integrally a part of modern educational method that the schools could not delegate their responsibilities in this area to another agency without impairing the effectiveness of their entire programme."
- 7) "(t)he relative political strength of the two contracting parties is so desperate that eventually (school-public library combinations)... would convert all library service to children into school library service and that the benefits of public library children's service would be lost."
- 8) "that (such school public library combinations)... would result in double administration control with resultant confusion and waste."

Library Inquiry Committee Report, 1967.

p.11 "The school library is a special library - a "teaching" library closer in function to a university library than to a public library. The purposes and aims of the school and public libraries are different. The school library is school-oriented, designed to serve a limited clientele from grades one to twelve in a relatively narrow field - that of the curriculum. The public library is designed to serve the entire community from two years old to ninety-two in every field of knowledge, not in just the areas reflected in the school curriculum. There is only a small amount of overlapping in the same sense that a truck and a passenger car have different functions, yet have common parts such as a steering wheel.

"If the public library were to provide for all the materials needed for the enrichment of the curriculum, an unbalanced proportion of its resources would go to a limited group, and little time, funds, and energy could be

retained for the community at large. Conversely, the school library should not be expending more than a small fraction of funds and effort on general reading, enrichment, and recreational materials (e.g. If a grade four class is studying Nigeria, books on that level should be provided by the school library, not books on an adult level about Nigeria.) To provide these other materials is the role of the public library. Experience in Britain, the U.S., and Canada in joint school-public programs has shown that joint services cannot be given by using common facilities. The result is a poor imitation of either public or school library service. However, there is ample room for co-operative ventures between school and public library systems."

The objection is preceded by an asterisk; the response is not

ARGUMENTS IN FAVOR

ARGUMENTS AGAINST

- * 1. Economy of construction, up keep, in the purchase of books and other instruments of culture, and in personnel.
- * 2. Better utilization of school buildings.
- * 3. The needs of small municipalities do not justify the construction of a special building for a public library.

- 1. Certain savings, true. Double savings, no. Savings per capita, doubtful. Everything depends on the number of readers.
- 2. On the condition that service to students and to the public does not suffer from it. It depends on the ease of access, to the school in the first place, and after that to the library inside the school.
- 3. In principle that may be true for places of 10,000 inhabitants or less. For cities of 10,000 to 25,000 inhabitants, the combination of certain services might be desirable. For those over 25,000, the separation of public and school libraries appears preferable. A certain collaboration should be established, however, particularly in the areas of technical processing and interlibrary loans.

Each case should be considered separately, however. Certain small municipalities claim not to have the funds necessary to build a public library, while devoting sums equally as large to recreational programmes.

- * 4. The joining of the two (types of) libraries would permit pupils access to more numerous sources of reference and documentation, and would permit the general public the use of books and other materials connected with the school curriculum.
4. According to the testimony on the use of public libraries by students, the needs of the latter seem to some what exhaust the resources of a combined (school-public) library.
5. This difficulty could be resolved in using for the books the children's means of transport (i.e. the school bus). Parents could choose, from lists appearing periodically, books which their children would then bring home to them. The children could also stimulate the parents interest in the library.
- * 5. Situated in the center of an area, the district school will often be some distance from certain villages, and therefore difficult to get to.
6. (Refers to Quebec-style multi-purpose scholastic complexes, which are to attract all age groups. The library would fit in with this arrangement.)
- * 6. The aims of the two libraries as well as the ages and intellectual levels served are totally different. The public library serves all ages and intellectual levels.
- The school library only serves the school age person with a certain minimum of education.
- It would be, then, inappropriate to join two cultural services so different from each other.
7. The behavior of students in public libraries and in school libraries is not comparable.
- The more liberal atmosphere prevailing in the public libraries lessens somewhat the librarians authority.
- In school libraries, the students are under a tighter, more sustained discipline.
- * 7. From the psychological point of view, adults have difficulty feeling at home in a library located in a school complex. The noise of the young student, plus the congestion provoked by the arrival of whole classes in different sections of the library, hardly favor adult intellectual work. These latter feel that they are wasting their time and prefer not to come to a library where they are constantly disturbed.

8. (Refers to the intention of the Quebec Ministry of Education to make the school complexes centers of adult education, and to use the library as a means of attracting adults into the school, no matter what the cost.)

* 8. School libraries are already having difficulty attaining the following two basic norms:

Space for reading rooms should be able to accomodate 10 per cent of the enrollment. Thirty square feet should be allotted each student and there should be no more than 80 students per reading room.

Each school should have a basic collection of 6000 volumes or 10 volumes per pupil.

Adding to these requirements, which school libraries already cannot fulfill, those of public libraries would demand a feat quite difficult to bring about. It is all the more so, when the considerable growth of adult education programmes is taken into account.

9. It would, no doubt, be possible to adapt the primary school libraries to this situation.

* 9. Even supposing that adults could be served by a library in a regional school complex, primary school children would not be able to benefit from the services of the public library.

They would only have their school library. It would be difficult to have that library open on school holidays, and, in any case, the pupils would not be psychologically inclined to go there on those days.

* 10. A public library in a school complex could devote more hours of service to the students.

It would have the benefit of a competent personnel, experienced in work with students.

If the library were used by adults as well, this would favor personal contacts and a better understanding between librarian, teachers, and parents.

10. For each class in particular and for each student, the open hours would be no longer than those of the public library, it being given that the school library can only be used outside of class hours.

The duties of a school librarian and those of a public librarian demand quite different qualities because of the quite different goals of the two libraries. It is the rare librarian that possesses both.

The library does not provide the sole opportunity for contact between teachers, parents and school librarians.

11. It would be a question then of establishing norms for each sector.
- * 11. In most libraries located in schools and giving service both to students and to the public, it has been observed that the librarians, both because circumstances favor it and because of the demands of the school, give much more time to students than to the general public.
- There is, therefore, a great danger that the school sector will receive a greater share of the budget than will the public sector.
12. The role of the municipal corporations is to provide for the material and social needs of its citizens.
- The school boards are supposed to provide for the cultural and educational needs of these same citizens.
- It would be much better to be concerned here with the totally different aims of the same institutions.
- * 12. In all administration, a saturation point is reached, beyond which further centralization ceases to be economical.
- Thus, in private business, as well as in public affairs, certain services with different goals are separated without hesitation, even if such separation requires a double purchase of furniture, office equipment, etc.
- The municipal and school administrations, even though supported by public funds coming from the same taxpayers, have separate establishments with all that that includes in duplication of equipment, no matter how costly.
- The same comparison could apply to public and school libraries.
13. (Refers to the Québec plan whereby the school complexes will become social centers. Therefore, the library will be where its readers are, even if it cannot go directly to them.)
- * 13. Nowadays, the public library goes to the reader. It tends toward the centralization of technical services in order to decentralize its points of distribution.
- In regional school complexes, the library is intended, not to go out to the reader but to bring the reader into the library. The tendency here is toward centralization, both of technical services and of distribution.
- Thus, the school library reverts to an older conception of libraries.
- * 14. Many libraries complain of a too intensive use of their services by students for school purposes. Therefore, the difference in aims of the two institutions is not very great and need not be taken into account.
- * 14. Because they existed before the school libraries, the public library was given the task of serving the schools in the United States.
- But it was realized after a while, that the aims and methods of the public libraries were ill-adapted to the school curriculum, and more and more, public libraries are ceasing to give schools service. In this case, would the school libraries adapt themselves to the need of the general public?

Public Libraries under Educational Authorities in
the United Kingdom and the State of Michigan

Relatively few public libraries operate under the legal authority of a board of education or local education authority: none in Canada, few in the United States, and few in Europe. Authority to establish county public library service in the United Kingdom was given to the county councils fifty years ago by way of a provision that the education committee could establish a library sub-committee. Until the Public Libraries and Museums Act, 1964, all county libraries operated under sub-committees of the education committees of county council, which meant that the chief librarian was responsible to the superintendent of education for each county. This was not the case with county boroughs (which are comparable to our cities) the councils of which had the authority to appoint a library committee of council and to establish a public library as a department of county borough government. Since the 1964 Act, somewhat more than one half of the county councils have decided to remove the public library from the jurisdiction of the education committee and establish it as a separate department with its own committee. However, close cooperation with the schools is continued through committee and staff relationships, and public library service to schools which is charged as a cost to the education department.

In the United Kingdom in recent years, the trend has been to give responsibility for education to larger units of administration. The library legislation of 1964 encouraged the county and county borough to become the public library administrative unit and this very largely obtains throughout England and Wales. The 1969 Report of the Royal Commission on Local Government recommended that local education authorities be established for no less than 250,000 population. It is of importance to note that there are no specific library grants from the central government in the U.K. although there are transfer payments made to local government in general support of the responsibilities assigned to local government.

Michigan probably has more public libraries under boards of education than any other state in the U.S.A., including Lansing, Flint, Saginaw, Ann Arbor, Battle Creek, Grosse Point, and Kalamazoo public libraries. The Detroit Public Library is under a commission appointed by the board of education and including the board's president. The Michigan State Library at Lansing is under the State Board of Education and offers a wide range of library services. Total state aid to public libraries has been 1.2 million dollars annually in recent years, or 14¢ per capita, most of which is paid to 23 library systems. 2.5 million dollars in Federal funds has been made available this year for school libraries. That the Michigan State aid program of library grants does not favor the boards of education over the public library boards is indicated by the following breakdown of income for the Lansing public library, showing a small proportion from State grants:

83% tax on local assessment
12% local penal fines

3% State grants
2% fines and miscellaneous

The permissive legislation under which some public libraries are controlled by boards of education dates back to the nineteenth century.

Flint, Michigan, is known in adult-education circles throughout a large area of the United States and Canada as a result of the Mott Foundation. Funds from the Mott Foundation support a wide variety of educational programs, most of which are carried out in the schools in the evenings and on holidays. The existence of six public library branches in Flint schools is to some extent a result of the Mott program emphasis on adult education through use of the schools. This factor is of course absent in the other cities in Michigan.

Flint, Lansing, and several other cities where public libraries are under boards of education, have built new central public libraries within the last decade. Flint operates branches in schools, but Lansing does not. Most public libraries that are under boards of education in the state of Michigan report expenditure and circulation that is higher than average for the state on a per capita basis. County public libraries that remain under local education authorities in the United Kingdom do not appear to differ markedly from libraries that are separate departments. Advantages and disadvantages are more subjective, such as the following: salaries are better under a board of education; better coordination of public and school library service is achieved under one authority; there are difficulties in obtaining funds for capital construction of branch libraries through a board of education because the public library is not a school in a department that is largely concerned with schools and teaching. The above are examples of comments from library directors and may not apply in all cases.

The argument that placing some or all public libraries under boards of education will result in larger units of administration and greater equality of service does not apply to Michigan where school boards are for the most part established for single urban municipalities; it does apply to some extent in the United Kingdom, and also to Ontario where the following public library boards are established within the area of each board of education:

<u>Divisional board of education</u>	<u>Number of public library boards as of Nov. 1968</u>	<u>Divisional board of education</u>	<u>Number of public library boards as of Nov. 1968</u>
Brant	5	Wellington	11
Bruce	1	Wentworth	3
Carleton	5	York	11
Dufferin	3	Central Algoma	4
Elgin	2	Hornepayne	1
Essex	4	Michipicoten	1
Frontenac	2	North Shore	2
Grey	10	Sault Ste. Marie	1
Haldimand	4	Cochrane-Iroquois Falls	5
Haliburton			

<u>Divisional board of education</u>	<u>Number of public library boards as of Nov. 1968</u>	<u>Divisional board of education</u>	<u>Number of public library boards as of Nov. 1968</u>
Haliburton	1	Hearst	Nil
Halton	5	Kapuskasing	1
Hastings	10	Timmins	3
Huron	1	Dryden	3
Kent	2	Kenora	1
Lambton	3	Red Lake	1
Lanark	5	Manitoulin	4
Leeds and Grenville	8	Muskoka	4
Lennox & Addington	5	North Bay	3
Lincoln	7	East Parry Sound	4
Middlesex	2	West Parry Sound	3
Norfolk	5	Atikokan	1
Northumberland & Durham	11	Fort Frances	2
Ontario	11	Chapleau	1
Oxford	4	Espanola	2
Peel	8	Sudbury	6
Perth	6	Kirkland Lake	3
Peterborough	4	Temiskaming	4
Prescott & Russell	3	Geraldton	2
Prince Edward	4	Lakehead	2
Renfrew	8	Lake Superior	4
Simcoe	15	Nipigon-Red Rock	3
Stormont, Dundas & Glengarry	6	Metropolitan Toronto (7boards)	7
Victoria	3	Ottawa	2
Waterloo	6	London	1
Welland	12	Windsor	1
		Hamilton	1

These library boards may not serve all of the municipalities in the county or district. Of the 297 municipal and county library boards listed above, 101 operated in 1967 small public libraries that were open less than 15 hours per week. All but 38 are established for populations under 40,000.

Very little useful information about public libraries under boards of education is obtained from library periodicals and reports. For example: the article entitled "The school board that played public library" (Library Journal, June 15, 1968) is very negative with reference to the Kansas City

(Missouri) Public Library but includes the following statement: "...the Kansas City, Kansas, library is also under the governance of a board of education. The contrast is startling. While the Missouri side has remained inflexible and reactionary, the Kansas library... has improved dramatically." (p. 2437)

There is of course a great deal of useful periodical information on school and library cooperation.

In a study of public libraries under boards of education, one should not assume that in such a structure public library branches will be located in schools. Some branches are located in Michigan schools, but only rarely in the U.K. A great deal has been written on the question of public libraries in schools, of which the following quotation is indicative and is one of the most recent:

*"In 1963, a survey of public libraries housed in schools indicated that in these combination libraries far more time and money was spent on children than on adults. Respondents in this survey were almost universally agreed that the public library should be housed separately for reasons of accessibility, administrative simplicity, adequate response to demands (hours, content, services), economy, and space, and for the encouragement of readers.

According to the principals adopted by the Council of Chief State School Officers in 1961, school and public libraries are complementary, never supplementary: the school library serves the school and is responsible for instruction in library skills; the public library serves the community. As members of both the school and the community, teachers and students deserve the services of both. Many librarians and teachers are calling for planned cooperation between school and public libraries. In Baltimore, where a school liaison librarian facilitated communication between teachers and public librarians of the Anoch Pratt Free Library, more than three-fifths of the service efforts of the public library were devoted to students in 1965.

School libraries cannot provide all the necessary materials in depth, and their collections cannot satisfactorily stimulate or meet the curiosity of today's children. The public library can complement the school library and cater to the pre-schooler, the dropout, the adult involved in a retaining program, and the student completing his education through correspondence and home study; however, there is no merit in a poor public library and a poor school library attempting to share already inadequate and overworked resources. Using public libraries, particularly those housed in schools, as a substitute for substandard or non-existent school libraries means only the perpetuation of inferior conditions."

One must, however, view this statement in the light of the fact that 101 public library boards operated libraries in 1967 that were open less than 15 hours per week, and that in addition a number of county library boards operated libraries that were open less than 15 hours per week. These libraries cannot be satisfactory in service nor is there

* Catherine Barker and Brian Burnham, *The New School Library*, Ontario Institute for Studies in Education, 1968, p. 11.

adequate utilization of resources including books, space, heating, etc. In dealing with this problem the Lambton Public Library Board decided to operate libraries in two schools, with an adult collection placed in the school library. These are in small hamlets and appear to be successful as partial service considering that the residents of the hamlets may use larger branches in towns several miles away. Use of bookmobiles and books by mail are also used to serve adults in sparsely settled areas.

The report entitled "The Public Library and its community: a study of the impact of library services in five Pennsylvania cities", by W.R. Monat, indicates that two of the five libraries (Altoona, and Erie) are controlled by boards of education although there are library boards to which the boards of education appoint. This book indicates that the importance of the formal structure is perhaps less than that of the ability of the chief librarian, lines of communication, and the role of the superintendent:

"The active leadership role of the superintendent of schools may have enhanced the library board's formal effectiveness but may also have diluted its operational influence. He has, as we have suggested, assumed the garb of the library's agent with the Board of Education and the Board of Education's agent with the library board. Fortunately, he has played this delicately balanced intermediary role in a manner calculated to strengthen rather than further submerge the library vis-à-vis the educational system." **

Public libraries under boards of education were considered by the Public Library Inquiry of the Social Science Research Council, 1948-1950. It is perhaps useful to quote from the summary volume of the Inquiry:

"We found self-perpetuating boards, elected boards, boards appointed by the school board, school boards serving as the library board, ex-officio boards, ex-officio board members, very small and very large boards with long or short terms, and libraries with no boards at all. We examined the deviations from the normal pattern in order to identify the structural elements which tend to improve library policy and direction. The quest yielded negative results. We were led to conclude that differences in board traditions, in quality of board membership, and in the librarian's professional stature and ability for effective top direction are of greater importance than any single element in the board's legal structure." *

It might be added that the larger unit of administration, an adequate financial basis, clear and definite managerial responsibility, arrangements for cooperation among different types of libraries, and freedom of access, are important underlying factors for success or failure.

(W.A. Roedde, August 1969)

* Robert D. Leigh, The public library in the United States, Columbia University Press, 1950, p.112.

** Pennsylvania State Library monograph, series no. 7, Institute of Public Administration, The Pennsylvania State University, 1967, p.47.